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Abstract

These conference papers on prospects for the future of Australian adult education concentrate on issues in rural adult education, postsecondary education by colleges of advanced education, international cooperation to meet the educational and related needs of developing nations, the future contribution of New Zealand universities to residential and other forms of adult education, and approaches to program research and evaluation. Educational impacts of trends in rural social relationships and groupings are discussed with reference to work, employment, and rural and nonrural community participation. Also considered are influences on innovation in community education and agricultural education, developmental tasks, orientations toward adult education and participation or nonparticipation therein, influences on participation, and different adult educator job orientations. Commentary on the background paper on colleges of advanced education is also reproduced. The document includes 86 references. (ly)

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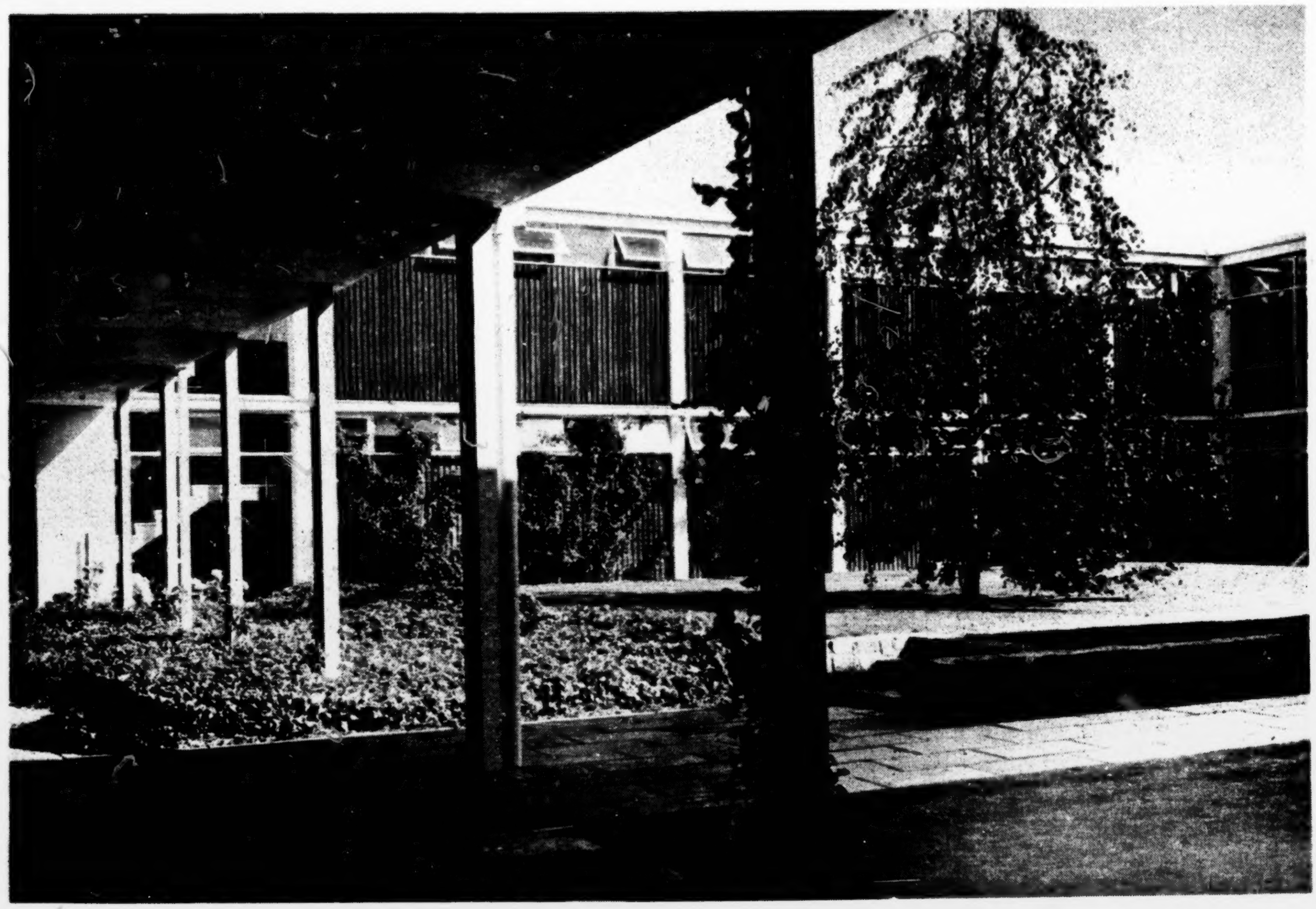

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ADULT EDUCATION IN AUSTRALIA
THE NEXT TEN YEARS

PROCEEDINGS OF THE 8TH ANNUAL NATIONAL CONFERENCE
OF THE
AUSTRALIAN ASSOCIATION OF ADULT EDUCATION

HELD AT
ROBB COLLEGE, UNIVERSITY OF NEW ENGLAND
ARMIDALE, NSW

16th TO 21st AUGUST 1968

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Paper No. 1.

"CONTINUOUS EDUCATION"

Professor Zelman Cowan

Vice-Chancellor

University of New England

August 16, 1968.

PRESIDENTIAL ADDRESS

by

Professor Z. Cowen
Vice Chancellor
University of New England
Armidale

The subject of my address to you is nothing if not a broad one. Continuous education or life-long learning as the French express it "education permanente" is education from the cradle to the grave. So the title of my address covers education at all levels - pre school, kindergarten, primary, secondary, tertiary and adult - and in a wide variety of institutions: schools and colleges, the church, the home, the club and the community. But my focus will be on adult or continuing education for this is the part of the continuous process which has been most neglected in our past thinking and it is the part which I believe to be most in need of study and development today. For, we have been curiously reluctant to take seriously John Dewey's fairly obvious point as stated in his "Democracy and Education":

> "Education must be considered not only as a preparation for maturity (hence the absurd idea that it should end by maturity) but as a continuing growth of the mind and continual illumination of life. In a certain sense school can only supply the tools for mental growth; the rest depends on the acceptance and interpretation of experience. The real education does not come until after we have left school."

I have no doubt, incidentally, that Dewey is using the term "school" in the American fashion to include university. One may well ask whether, if real education does not come until after we have left school; those of us who have never really left university but remained in it to teach have any hope of ever becoming educated? This is not a frivolous question: it points up the need for university people to be involved in a life beyond the campus, and underlines the importance, to them and to their teaching, of their involvement in adult education both as teachers and students. It is a question which many highly respected and very competent university teachers have taken very seriously indeed. You may remember that R.H. Tawney in speaking of his work with the W.E.A. in Great Britain said:-

> "It has been, in my view, beneficial to the academic departments concerned with history, economics, political science, and other studies concerned with the life of society that so many of their younger members should have experienced the combined stimulus and discipline of intimate contact with men and women of mature years with an outlook on life and an approach to those subjects different from their own. I can never be sufficiently grateful for the lessons learned from the adult students whom I was supposed to teach, but who, in fact, taught me, and I know that many tutors in our movement would say the same".

You may remember, also, that Sir Richard Livingstone, in his "The Future of Education", insisted on the importance of mixing practical experience with "theorizing" and suggested that it was in the best interests of the universities' work in the Social Sciences that university people working in those fields should rub shoulders with panel doctors, social workers, community leaders, people who could bring to the campus knowledge and understanding of a kind that no amount of academic study could, by itself, produce. This is what Livingstone wrote:-

> "If the practice of resuming systematic education in later life became common, if in particular it became customary for the Civil Service and Local Authorities to second suitable officials for periods of study, a step would have been taken towards remedying a serious weakness in our national life - the neglect of the Social Sciences. There is much yet to be discovered in the field of the Natural Sciences, but no one can complain that they have been overlooked. But civilization needs other kinds of knowledge as well, and the Social Sciences, essential if

political and social life is to have a chance of being rationally built on a basis of ascertained fact, are in almost pre-Copernican darkness. How is this defect to be cured? Not by increasing undergraduate students of the Social Sciences; the undergraduate is not the person to advance knowledge. That is a task for the graduate. We must look, therefore, to larger endowment of the Social Sciences and to an increase of postgraduate workers in them. But we shall find difficulties in the Social Sciences which do not meet us in Natural Science. They are far more difficult subjects of study than the Natural Sciences, because to a large extent they are not laboratory subjects. They deal with human problems, and while you can isolate physical or chemical phenomena, you cannot isolate human phenomena, and therefore you cannot study them in vacuo - in a library or an institute - whether the subject is the Mobility of Labour or Municipal Trading or Public Assistance or Health Services or Methods of Election or Profit Sharing or the Psychology of Politics or any of the innumerable inquiries that belong to Sociology. Books, statistics, will take you some way and give you valuable and indispensable knowledge. But there remains a kind of knowledge which the academic student can never have, but which is possessed by those who have been in actual contact with the facts themselves, by the panel doctors or the city treasurer or the election agent or the managing director. Some of them at least have information which has not found its way into books; they are in a position to collect data and to make first-hand investigation. And besides concrete facts, they have a form of knowledge which may hardly be rational or even conscious, a sort of tacit or intuitive perception of things as they are which springs from living with them as they are. Unless this rich, immediate, if sometime inarticulate, knowledge can be tapped, the study of the Social Sciences will be not only incomplete, but unreal and misleading.

It can be tapped by bringing back to the university those who have it - the civil servant, the municipal official, the doctor, the business man. This will not only add considerably to the data on which the Social Sciences must depend, and secure that cross-fertilisation of theory and practice, which is one of the most fruitful sources of advance in knowledge, but will insure against the real danger. The Social Sciences are the most difficult of all sciences, because their subject matter, human nature and conduct, is vast in extent and obscure and elusive in character. Any suitably intelligent and hardworking person may produce creditable work in Chemistry or Physiology, and even his errors will do no serious or lasting harm. It is otherwise with Sciences which aim at directing the policy of governments

> and the conduct of millions of human beings. For the study of such sciences a rare combination of high intelligence, acute insight and steady common sense is needed. Their progress has been retarded not only by a failure to recognise their importance but also perhaps by a perception of their risks. Psychology, for instance, is regarded with a mixture of respect and apprehension, and psychologists with a mixture of interest and mistrust. Its history is strewn with the wrecks of theories, which once were the latest wisdom and now are outworn errors. Its investigations need to be assisted by every precaution, in order to avoid mistakes which may be disastrous and which discredit a study indispensable to the world. What better precaution can there be than an alliance of the laboratory worker and the practical man, in which theory illuminates and explains experience, and experience tests and checks theory?"

One could multiply examples of statements of this kind. From our own teachers at New England - particularly in rural science and agricultural economics - one hears during our residential schools such statements as: "This is a two-way flow of ideas": You, the extension worker, graziers, bankers, accountants, and so on who come to these schools are getting something from them admittedly, but since you are capable of applying your knowledge and developing it in the world of practice, in the process of learning you teach". Or you may have listened to the good academic teacher - the man who has been a successful teacher both inside the university and with adult extension or external students - discuss his work with adult students and compare it with his work with undergraduate students. Almost invariably he will tell you that it is his adult rather than his undergraduate students who have extended him and contributed significantly to his own growth as a teacher and thinker. As Livingstone puts it: "the undergraduate is not the person to advance knowledge".

Let us pause for a moment to think about what Tawney and Livingstone wrote. What Tawney really stressed was the need for the young gentleman who studied and taught in universities to bridge the gap between themselves and members of the British working class and one could imagine him going on to say that there was no better way of doing this than within the adult tutorial group with its serious sense of social purpose and its atmosphere of friendly, honest and earnest intellectual encounter in the cause of truth. Is what Tawney said many years ago now, relevant to university life today? Since our universities draw their students from a wider cross section of the community than did the British universities in the early part of this century, it may be that there is less need for university teachers to rely on the adult class for communication with members of the working class. And since, in terms of their mental ability and social purposefulness, today's counterparts of the workers who attended Tawney's early classes are very largely the up and coming members of the middle class, who have got where they are because of the more ready availability of secondary and tertiary education and are now our principal clients for continuing education, it does seem that those universities which have extension divisions are already in communication with much the same people as Tawney had in mind. Perhaps, indeed, there is now less need for our university teachers to rely on adult classes as a means of communicating across the barriers of social class. But I must add that this should not be taken to mean that university extension exists only for the already successful. Surely our aim should be to encourage the great majority of people at some stage in their lives to achieve, in some field, the standard of excellence associated with university extension. And surely our teachers would know only a limited section of the adult world if they taught only the successful.

Here at New England many of those who have done well as extension students are people of imagination who may or may not have successfully negotiated the critical, scholarly approach that lead to and through a university, but who have achieved worthwhile standards as writers, painters, sculptors and makers of music of which any university should feel satisfied. People of this kind are among those of whom I was thinking, when I suggested that we should aim at having the great majority achieve the standards of excellence which might be expected of university extension. But let us return to what Livingstone has to say about the value of adult education to the university. You will notice that in the long quotation which I read to you, he concentrates on describing the value to the university of adult teaching in the social sciences, and stresses that it is in the social sciences that there is a particular need for an arrangement under which "theory illuminates and explains experience and experience tests and checks theory". It is noteworthy that Livingstone suggests that there is a need to allow experience to check and test theory, not in his own field, the Classics, where the knowledge to be passed on has been tested by time, but in the Social Sciences where it has not. Had he been writing today he would probably have added that, as new knowledge is being acquired in the Social Sciences at an unprecedentedly rapid rate, and the rate at which it is being acquired continues to accelerate, there is a degree of urgency about the need to establish communication between university teachers of Social Science and the adult student. I, for my part, would add that this urgent need extends well beyond the Social Sciences. Since most university teachers are today much concerned with the acquisition of new knowledge, and so much of what they pass on to their students has not been tested by time, it is more than ever necessary that those who teach in universities should have the advantage of converse with adult students whose experience is relevant to what is being taught.

I hope that you will forgive me - since as a Vice Chancellor I am deeply concerned with the relationship between research and adult teaching in a university - for dealing with this question at some length. When I speak of the value for the university teacher of having contact with adult students, I am not thinking merely of the discussion of specialists from inside the university with specialists who are in practice outside. To take a field cited by Livingstone, I have in mind not only that academic psychologists might teach practising psychologists and psychiatrists, but also that they might teach and learn from teachers, nurses, general practitioners in medicine, parents and other people on whose occupations and lives psychology has an important bearing. Nor do I think that we should think of the specialist as simply improving his competence and stability in his own limited subject matter field by reason of his work in adult education or university extension. It is equally important that his work in extension should help him to communicate with people both inside and outside the university working in other fields. In fact, an important function of extension from the university's point of view is that it brings together people from a variety of special fields and sometimes from a number of universities to work on matters to which each has a contribution to make and thus helps to provide inter-disciplinary discussion and co-operation. Examples come to mind easily. From this university we have had specialists in administration, economics, history and librarianship working together on a seminar dealing with local government, and people from geography, rural science, agricultural economics and history working together on problems of valley development; and during this month of August we commence Stage I of an important National Seminar which will bring natural and social scientists from many disciplines together with men on the land and administrators to tackle the problem of drought in a National Seminar.

It is through extension or adult education that the university has its most important direct contact with adult members of the society of which it is a part. If its participation in extension is inadequate it is unlikely to have that understanding of and rapport with the world about it that it needs if it is to teach effectively. But this should not be taken to suggest that a university should enter the field of extension simply to improve its public relations. To do so would probably mean poor extension and do nothing for the university's relations with its public. A university should take part in continuing education for two reasons: firstly, because education is continuous and there is no other institution better qualified than a university to undertake an important part of the education that adults need; and, secondly, because unless a university succeeds in establishing a satisfactory teaching - learning relationship with its adult community, its teaching and research programmes are likely to be inadequately based. As to public relations: if a university recognises its role in continuous education and carries it out imaginatively it will, no doubt, be appreciated and understood. If it fails to do so its shortcomings are likely to be understood only too well.

One of the advantages of coming to Armidale for a conference of this kind is, I am told, that in these surroundings it is possible for our visitors to feel less cluttered by the day-to-day concerns of their work-a-day world and to be more capable of making detached judgments on the issues before them. If you take a sufficiently detached view of the subject of my address to you this evening, you might well find it quaintly amusing that we should spend so much time in advocating continuous education. For is it not obvious and has it not always been obvious to those who have given the matter serious thought, that education should be continuous with life? The idea is recognised in many cultures. As Dr. Roby Kidd puts it:

> "There is a Russian saying that education is a seamless robe. It is also a Chinese saying and an Indian saying, and a German saying and an English saying. Manu in India, Confucius in China, educational philosophers like Condorcet and Commenius in Europe, in early times and in our time, have discovered and restated this elementary but fundamental truth".

Nevertheless, this truth is today obvious only to some people and it is by no means generally accepted as a basis for educational policy.

You will know that the kind of adult education envisaged by the founders of the W.E.A. is often described as remedial, and since it was intended to provide liberal education at approximately university level for those who had been deprived of such education in their youth this description of it is not inaccurate. You will know, also, that writing in 1941, Livingstone pointed out that adult education was needed, not only by the educationally underprivileged, but by everyone, for, as he explained, we all need to learn in our adulthood many things that we lacked the maturity and experience to understand in our youth. Among the interests with which we could not be expected to cope in our youth were "politics, economics, religion and the conduct of life". What Livingstone was saying, in effect, was that adult education was not simply remedial but continuing. But though he was widely read and discussed in the forties I doubt that he had much immediate impact on policy and practice in adult education in Australia. For we have only recently come to regard the idea of continuing education seriously and in doing so we generally relate its importance to the newly discovered economic importance of education, and to the undoubted fact that, because of the rapid and accelerating pace at which new knowledge is being accumulated and technological and social changes are taking place, adults must have access to continuing education if they are to cope with the problem of living in a world which, is in effect, a different world from that about which they learned in their youth. It is the accelerating rate of social and technological change and all that it implies that has made us sit up and take notice of continuing education. It is not difficult to grasp the notion that because of change people need to up-date their knowledge. It is, at least, as important, but perhaps not so obvious, that quite apart from the need to catch up on new knowledge, the greater complexity of today's world and the fact that it is changing make it all the more necessary for adults to have the kind of education for maturity that Livingstone advocated.

It is difficult to know how deeply the idea of continuing education has permeated our society. The 1966 decision of the Universities Commission would suggest that it has not permeated very deeply. Otherwise a body as prestigious and responsible as the Commission could hardly have failed to know that the university has a function in continuing education that belongs to it peculiarly. But, on the other hand, it is significant that the Commonwealth Government did not, at any time, accept the decision of 1966 and has this year rejected it. And it is more significant that there was widespread and spontaneous public protest against the decision. For example, here at New England, we have been interested and gratified to note that, last year, following the example set by the Lismore City Council there was a veritable chain reaction of protest to the Government from local governing bodies in New South Wales. These protests were, I think, the more impressive in that they were generated from within local government, and not by any kind of pressure from interested outside bodies. To this I might add, as a pointer to the state of the Australian market for continuing education, that we at New England - in common I should think with many other authorities providing continuing education in Australia - are embarrassed, not by a lack of adult interest in education, but by a lack of the resources necessary to do all the things that we, and the adults with whom we work, agree should be done in adult education. Further evidence of this growing interest in continuing education in this country may be had from a perusal of the Association's Handbook of Adult Education. This, as you know, lists over a hundred organisations concerned with the provision of education for adults. Contrast this with the pre-war situation when, as many of you will remember, in most Australian states, the W.E.A.-University Tutorial Class partnership was adult education. Nor do I think that the Handbook of Adult Education gives us the full picture. You may remember that the survey of adult education in the United States undertaken by the

National Opinion Research Council in 1962 showed that "56 per cent of all studies involving attendance at classes, lectures, or group discussions took place in institutions whose primary functions were not educational, such as churches and synogogues, private businesses, Y.M.C.A.'s, government agencies, the armed forces and community institutions other than schools or adult education centres". My guess is that much the same is true of this country but the Handbook covers very few organisations whose primary functions are not educational.

This increase in continuing education hashappened not merely without our planning it, but without most of us, - including most professional educators - being more than vaguely aware of what has been going on. It is a mark of our backwardness in matters relating to continuing education that I had to resort to statistics from the U.S.A. when (in the preceding paragraph) I discussed the kind of organisations involved in adult education. In this country we are relatively advanced in the skill of statistical analysis and we use this skill to good purpose in relation to sheep, cattle, pigs, horses, houses and many other things, but we have made precious little use of it in relation to the education of our adult population. We need to know much more than we do about the growth of the continuing education that is going on in our midst. We need not only to know how much is going on and by whom it is being undertaken. We need to measure it qualitatively, to assess its effectiveness, to examine its aims and, probable, to help reformulate them more realistically and imaginatively from the point of view of the human beings whom continuing education is supposed to serve.

In short what we must do is to make our thinking and policy in relation to education square with the facts of life today. And curiously this means primarily recognising an age old truth. I grant the validity and importance of Margaret Mead's observation that we must prepare people in our schools and universities for "what no one knows yet". But I think that the greater danger is that we might forget what has always been true, namely, that an individual's knowledge of his world should, if he is mentally healthy, always be a growing rather than a static thing. In a society in which many people were destined to spend their lives in manual toil - be it a society based on slave labour as in Ancient Greece or a society based on the industrial slavery of nineteenth century England - this truth was often ignored or treated as though it were applicable only to a privileged few. But, at a conference which looks towards Australia's future we must recognise that it would be unrealistic, indeed suicidal, for us to plan for a future other than one in which because of technological advances such as automation, hard manual toil is for the machine rather than for man and man has before him two alternatives: one to grow mentally and emotionally as an individual within his community; and the other unhealthy stagnation and frustration within a society to which he feels that he can make no contribution.

Despite our lack of precise knowledge about continuing education in this country, the general outlines of the problems we face are, I think, apparent. An increasing number of people is becoming involved in continuing education. But it is doubtful that our involvement is increasingly at the rate necessary to match the rapidly increasing demands dictated by the changes which are taking place in our society as a result of technological development. And those who are involved seemed to be, as in the United States, a new elite: the already educated. On the other hand, a large proportion of our society is not involved, and the social and material gap between those who are involved and those who are not is likely to become wider with the years. There,is, therefore, a need not only for more continuing education but - unless we are content with a society divided against itself - also for a much more general measure and incidence of participation in continuing education. I think that there is a good prospect of a further increase in continuing education in Australia to meet the needs of the interested.

The problem of the apparently apathetic and uninterested is much more difficult. The educated and interested group are likely to press successfully for further continuing education, the poorly educated and apparently uninterested, are not. But there is an especial urgency about the problem of providing for this group for it is they who, as we approach an age of automation, are most likely to have need of creative and personally rewarding interests. We are unlikely, in my view, to meet the problem of providing for them unless we adopt the idea of continuous education as a fundamental of our educational policy. This would mean ample provision so that facilities for continuing education would be available in our communities for all. (This, by the way, is something that we have not yet achieved in Australia). It would mean, also, - and this is crucial - that we would cease to think of secondary and tertiary education as terminal and adult or continuing education as an extra tacked on for good measure. Instead we would see primary, secondary, tertiary and continuing education as a part of a continuous process of education, and our primary aim at each stage as the development in the student of a desire and a capacity to continue his education throughout his life. If the idea of continuous education were basic to our policies and practices the continuing sector of education could become quite quickly the largest and most costly sector of the total educational system.

We are at a stage in our history where it is important that this should happen despite the national cost. But it is unlikely to happen without resolute and imaginative leadership of a kind which can be expected only if our educators and our community leaders understand each other and work in close co-operation. To provide co-operation of this kind is a part of the high purpose of our Association. To provide continuing education to the public on the subject of continuing education must surely be among the highest priorities of today's adult educator.

Paper No. 2.

"AUSTRALIAN EDUCATION IN THE NEXT TEN YEARS"

Professor W. G. Walker

Professor of Education

University of New England

August 17, 1968.

AUSTRALIAN EDUCATION IN THE NEXT TEN YEARS

by

Professor W.G. Walker
Department of Education
University of New England.

It was that good-natured optimist Puck who promised to put a girdle round the earth in forty minutes. The good-natured optimist who now stands before you has no hope in the world of putting a girdle around Australian education as it is today, much less as it will be during the next ten years, in the course of the forty minutes or so allotted for this paper.

Prophecy, though good fun, has always been a fairly 'chancy' occupation, even in times infinitely more settled and less complex than the world we know today, so I have reluctantly decided to play only a limited role as prophet in this paper, and to devote as much of my time to talking about what should be done, as to what I expect will, in fact, be done.

The one essential fact that must be made at this stage of the paper is that education is a political animal. This is so in spite of important economic and social overtones and irrespective of whether it is provided by the state, the church or some other body. The purpose of education is often defined as the transmission of the cultural heritage, but in fact it is clearly concerned with the transmission of only selected parts of the cultural heritage, and it is in the selection of those parts, in the differing emphases given to them and in the allocation of personnel and capital resources to transmit them that the political nature of the beast is most obvious.

It is, therefore, a meaningless exercise to discuss the future of Australian education, even in the short run, without taking cognizance of the major social forces which are likely to shape political decision decision making during the next decade.

These forces, not necessarily in order of importance, would seem to include:

1. The further development of Australia's role in South-East Asia, following the gradual British withdrawal from the region.

2. The further strengthening of economic, cultural and military links with U.S.A. and especially Canada.

3. The further growth of technology and the adoption of automation in not only the so-called 'secondary', but also in primary and tertiary industries.

4. The further escalation of the knowledge explosion coupled with the cyclical demand for yet more and higher level formal education.

5. The further recognition of the need to plan for the development of national resources, including specifically human resources.

6. The further narrowing of the gap between the so-called "urban" and "rural" cultures.

7. The further growth of the ecumenical movement and of concomitant religious toleration.

8. The further growth in numbers and political sophistication of teacher and citizen pressure groups concerned with the improvement of formal education.

9. The further growth in the tendency to look to Canberra rather than to state capitals for leadership in almost all spheres of Australian life.

10. The further growth of the practice of consultative management not only in industry and commerce, but in school systems and in individual educational institutions.

The likely impact of this by no means complete list of social forces upon Australian education in the future is only too obvious. We could devote the whole of this paper to a consideration of the effects of only one of these forces upon a single segment of our education. Instead, we shall concern ourselves with likely developments or at least needed developments during the next decade at each main stage of the educational ladder.

We need to begin by stressing that the most impressive, the most all-pervading fact about Australian education today is the lack of any overall plan to coordinate and rationalize the educational enterprise. National enquiries have been conducted into university education and into other forms of tertiary education, but those levels which affect the great mass of Australians and upon which the development of general prosperity and citizenship so much depends - the primary and secondary schools - have been studiously ignored in Canberra. Politicians in the national capital are still apparently content to strengthen the head and shoulders of the educational animal while permitting the torso - including the very heart of the animal - to stagger along on spindly legs.

As yet there are few signs that Australians are convinced of the importance of investing seriously in human capital. According to UNESCO, the proportion of the Gross National Income spent on education in 1965, for example (4.3 per cent) compares very unfavourably indeed with the percentages spent by Italy (6.5 per cent), U.S.A. (6.5 per cent), Denmark (7.4 per cent) and Canada (8.5 per cent). It is true that the percentage spent by Australia has increased from 3.06 in 1959-60, but the one per cent increase does not necessarily represent a real improvement in educational expenditures, in view of the rapid increase in the population of school age.

Of course, for years educators have felt certain that investment in human capital was the most rewarding investment of all, but they have not succeeded in persuading politicians of that 'fact'. In very recent years, however, the economists - especially those associated with the Organization for Economic Cooperation and Development - have begun to concern themselves with the inputs and outputs of education - and as we all know if there is one scholar who quickly gets the ear of the politician it is the economist!

The time is drawing near when the findings of the economists, coupled with other pressures, including pressure from teacher and parent organizations, will almost certainly force Canberra to take a hard look at Education in toto instead of at odd parts of the whole which seem interesting from time to time. There is a need for a national enquiry into education at all levels, and there is a need for a central planning body consisting of educators, economists and sociologists to make recommendations regarding rationalization of resources, accreditation of academic qualifications, interchangability of superannuation schemes and so on.

But we would be less than honest if we did not recognize that commissions of enquiry and planning groups are usually hamstrung through the lack of adequate and relevant research data. Any Australian bodies set up will certainly not suffer from an embarrassment of riches in this regard. It is to be hoped that substantial commonwealth funds - at least as much as is set aside for research into wheat growing or military equipment - will be invested in research into Australia's most valuable resource - her human capital.

The questions I am asking here were well put in the United States context in the Carnegie Quarterly for Spring 1966. After pointing out some of the things we do know about U.S. education, the author continued:

> "The only thing we don't know is what is produced by all these teachers, buildings, laboratories, and dollars.... We cannot describe how close our schools come to accomplishing what they aim to accomplish, identify in any precise way the strengths and weaknesses of the system, or measure progress or lack of it over time.... The schools are attacked and defended without solid evidence to support the claims of either attackers or defenders, and public policy is perforce made largely on the basis of assumption and impressionistic and incomplete evidence...."

The same comments could, of course, be applied to Australian education at all levels where we seriously lack "hard" data and rely upon myths and legends about education which have changed little since the days of Plato. Perhaps before long we shall see Australian policy makers looking for data of the type now being sought in the U.S.A. by Ralph W. Tyler of the Center for Advanced Study in the Behavioral Sciences in his attempt to find the Gross Educational Product. Certainly, we should be able to look confidently to the Commonwealth to support with more than a mere pittance the research activities of the Australian Council for Educational Research and the University Faculties of Education.

There are good overseas precedents for such support in the Regional Laboratories and Research and Development Centres supported by the U.S. Office of Education, in the Schools Council supported by the English Department of Education and Science and at the state level - and hence even more noteworthy - the support of the Ontario Institute for Studies in Education by the Province of Ontario.

The importance of such activities for educational planning was put to the October 1967 International Conference on the World Crisis in Education by Mr. René Mahew, Director General of UNESCO:

> "If serious, effective work is to be done, at least two per cent of the educational budget should, in my opinion, be allocated to research. Hardly anywhere is this percentage reached, although it is well below the corresponding figures for industry and national defence. Paradoxically, our modern societies invest infinitely less money in research concerning the training of the rising generations - not to mention that of adults - than in research

> concerning steel and cement manufacture, oil extraction or rubber production. Yet the former is a far more complex and mysterious process, with a far more valuable end product - and an activity in which a considerable portion of the budgets of states and individuals is involved. In such an important enterprise we surely cannot indefinitely go on making do with traditional recipes and empirical hit or miss."

Meantime, lacking such data we are forced to rely upon intuition and past experience in our attempt to take a bird's eye view of the next ten years. We shall proceed by levels.

Infant and Primary Education

Of all rungs on the educational ladder, profound change is least likely to occur at the infants and primary level. These institutions, changed with the task of providing mastery of certain basic skills, but more importantly of ensuring socialization, have long been more receptive to innovation and change than have more senior institutions. It is clear that Australian society is much less worried by and concerned about these schools than those on higher rungs of the ladder. The reason for this is not, I suspect, lack of parental or citizen interest so much as conviction that such schools do make a conscious effort to meet the needs of society as a whole, and that the teachers are concerned with children as children rather than as buckets to be filled with knowledge or as examination-dominated machines.

So far as kindergartens and infants schools are concerned there are few signs of dissatisfaction with the prevailing Froebel-Montessori ethos, though we might reasonably expect innovations in both teaching method and in curriculum in the course of the next few years. We may well see, moreover, some organizational experimentation in the expansion of the non-graded infants school, at present regarded suspiciously by teachers and administrators reared on the concept of the teacher as a "mother hen".

The chief problems of the sub-primary schools will almost certainly centre on the questions of capital and personnel resources. With regard to pre-school kindergartens, for example, there is already an unsatisfied demand for places, which is sure to be exacerbated by the increasing proportion of mothers who will go out to work. In all states a shortage of not only qualified teachers but of trained teachers' aides will be almost inevitable - unless, of course, society in general and the Federal Government in particular are converted to recognize such schools as having an importance comparable to Colleges of Advanced Education or universities. And in the absence of research to the contrary, who is to say that in terms of the nation's long term goals they are in fact of less importance?

The primary schools, at least, are widely recognized as an essential step in the educational ladder, if only because they prepare children for the "real" education they are to receive in secondary school. The primary school will, in some ways be the most fascinating of all educational institutions to watch closely during the next decade. As the very foundation stone of our culture it might be expected to reflect the rather fundamental political changes referred to at the beginning of this paper. How quickly in response to economic and immigration developments will the school's "Australianizing" role grow in importance? How quickly will the history books play down English glories and play up those of the Americans and Japanese? How subtly will the geographers de-emphasize Europe and emphasize Asia and the Pacific? When will Canadian literature and Phillipino folk tales filter into the syllabus? Will language teaching in the primary school, an almost inevitable development in the future, concern itself with Asian languages or will it concentrate on good old French or German? Will our military commitment result in a new emphasis on physical education as in the second decade of this century?

The secondary schools too will certainly make tentative moves to reflect these new interests, but it is to the much less conservative primary schools that comparative educators might look for the core of a country's thinking. National concerns are etched nowhere more deeply than on the hearts of her primary school teachers.

Turning from curriculum to teaching personnel, a development which will concern all Australians will be the gradual demise of the male primary school teacher. His death is likely to be long drawn out, as in Scotland, but there can be little doubt that within a decade there will have occurred a serious erosion in the ranks of the males. What are the implications of this for boys and for society in general? Is the alleged "momism" of the American school something we should consciously emulate? If not, what steps might be taken to counteract it? Is this a proper task for educational planners? Perhaps the question is tied up with the future of the one teacher school, which, in the Australian environment, seems to demand a male teacher. Perhaps the use of educational T.V. (bounced off satellites?) and the use of helicopters rather than buses will render the majority of such schools surplus - though admittedly this is not likely to occur in the course of the next decade.

Organizationally, it seems likely that increasing attention will be paid to variations of non-grading. The fact of the matter is that after two thousand years of Western educational endeavour we are still far from achieving our long-desired goal of individualized instruction. Perhaps a combination of team teaching, non-grading and programmed instruction will at last permit us to give individual children the attention they need and deserve - but in view of past experience I would not be sufficiently sanguine to suggest that Australian primary schools could achieve that end within a mere ten years or so.

Secondary Education

In spite of a notably conservative past it would be very surprising indeed if the secondary schools of Australia returned to their rigid uniformity of the 1930's and 1940's. Every state in the Commonwealth has held its enquiry into secondary education - carried out, of course, in the best Australian tradition by those within the system rather than those outside it - and while none of the new schemes adopted is really revolutionary, some - and especially those introduced in New South Wales following the publication of the Wyndham Report - have resulted in important changes. In spite of internal reforms, however, one outstanding - and disturbing - fact remains - the domination of the secondary school by the academic demands of university entrance. For more than half a century groups of teachers and educators generally have attacked this domination, though they have done little to alter it. Today, when teachers are very well represented - and indeed, are often in the majority on curriculum panels they still, as a group, seem to be prepared to kow-tow to the academic standards proposed by university personnel. Fifty years ago Peter Board, that grand old man of Australian education, exclaimed that decisions about what is taught in secondary schools were the prerogative of secondary school teachers. We are still, in fact, far from achieving Board's ideal, though there are signs of change in the air.

The next decade will almost inevitably see the introduction of objective-type, general knowledge papers for the purpose of selecting students for university entrance. It is fascinating to note that after a century or more of criticism of externally-set examinations at the end of the secondary school programme coupled with serious questioning of the reliability of many such examinations it is less educational theory than administrative difficulty which has led to the first tentative steps towards experimental computerized examining of a non-specialist nature for matriculation purposes - notably by the Australian National University and the University of Western Australia.

A plethora of such examinations, resembling perhaps the College Entrance Board examinations so well known in the United States might be expected in future years.

Matriculation itself is likely to take on a new meaning as it becomes increasingly a requirement for entry to a wide range of tertiary institutions and not only to universities.

Some form of matriculation common to all, or at least a group of institutions, is almost certain to develop, possibly on the basis of a points system pioneered in Australia by Macquarie University and now being emulated by other New South Wales universities.

Of course, the common matriculation by itself provides school pupils with no necessary relief from university entrance requirements. Such relief will occur only with the adoption of the general-knowledge type examinations suggested above or of some form of accreditation. The latter alternative is perhaps more acceptable educationally speaking and it is quite possible that certain Australian universities will emulate their New Zealand counterparts in this regard, but a major problem remains in that we Australians have tied so many scholarship provisions to externally-set examinations that they will probably remain, like the poor, forever with us.

Irrespective of what kind of examination system survives there seems little doubt that shortages of well qualified staff will enforce the adoption of some form of team teaching, including the appointment - in spite of the predictable opposition of the Teachers' Association - of teachers' aides.

A concomitant likely development is the introduction of modular timetabling which provides time in modules of say, 20, 40, 60, 80, etc. minutes for large class instruction, small group seminars or individual study and consultation. The scheduling of this form of timetabling will probably involve not only excellent library facilities, but the use of a computer, especially to cater for the programmes of large N.S.W. high schools. However, this is hardly an insuperable problem.

The problem of adequately teaching greatly increased numbers of students with a relatively small number of well qualified teachers will also suggest the use of programmed instruction and other forms of individual teaching derived from the new technology. Judging from responses to such programmes to date, it might reasonably be predicted that Australian schools will be very slow to take advantage of them. Satisfactory progress in this regard will depend upon our ability to think ourselves out of an educational rut in which one teacher to X number of children is the norm. We shall have to try very hard to convince our colleagues of what doctors have long recognized - that a good machine operated by a competent technician can, in certain respects, do a much more successful job than a busy professional.

Clearly, well designed programmes for use in teaching machines or language laboratories could be of great value in the teaching of information and skills which are likely to be in short supply for years to come - notably in fields like Asian languages and the physical sciences. Their use is obviously desirable, but Australian teachers will need to learn something from the U.S. experience where the preparation of programmes, accompanying books, etc. has become very much the area of big business. If teachers in this country wish to avoid domination by such organizations they will need very soon to begin writing programmes for publication by local university presses or perhaps publishing organizations set up by teachers themselves.

With increasing public interest in secondary education it is likely that the question of optimum high school size will become a matter of debate and, one hopes, of research. The present Australia-wide practice of building high schools to accommodate only 1,000 or so pupils seems, on the face of it, downright wasteful, but perhaps a continuation of the work of scholars like Barker and Gump in Kansas and Campbell in Queensland would help our policy makers in this respect.

There are, of course, many social implications for the secondary school of the future. With the ages of puberty and marriage decreasing steadily it is only a matter of time before married, even pregnant, students will be present in senior classes in comparatively large numbers. It is only a matter of time, too, before public demand forces the schools to become less coy about sex instruction and preparation for marriage courses generally. The time might even be close at hand when we will be forced to make agonizing choices between such traditional liberal studies as French or Latin and such basic 'survival' studies as Driver Education. Nor can we close our eyes to the possibility that before long this isolated Asian pocket of European culture might well, in the interests of its own economic and physical survival be forced to impose on schools curricula which include compulsory courses in the Australian constitution, in Asian language, in marketing (distributive education, as the Americans call it) and in physical education.

Can we, should we allow the secondary school to become a deliberate instrument of national expansion or even survival? Will we have any choice in the matter?

Tertiary Education

Many of the above considerations, of course, apply equally to the institutions of higher education. Indeed it is in the area of tertiary education that the most dramatic developments of the next decade are likely to take place. A few years ago a tertiary education was a reality for only the privileged few. The more fortunate of these attended a degree course at a university, the less fortunate struggled as evening students along a tortuous path to a technical diploma. A few students, especially those with a sub-matriculation secondary education, attended teachers' colleges or agricultural colleges. The divisions between these educational institutions was clear cut; their functions and clientele were well defined; the university shone out like the sun itself, the peak of the educational pyramid.

Now, however, the whole question of higher education is in the melting pot. Amid a deplorable lack of advance planning many tertiary institutions, with ill-defined goals, ill-defined functions and an ill-defined clientele are eyeing one another with interest and even suspicion.

Much of the upheaval in higher education is officially regarded as the product of recommendations contained in the Martin Report, but already there are signs that the developments envisaged by the Martin Committee - whether acted upon by the Federal Government or not - are getting out of hand.

The Martin Committee recommended the establishment in each state of an institute of colleges, which would include most of the non-university tertiary institutions. One state - New South Wales - has decided not to establish such a body, but to set up a number of specialized institutes which are apparently to remain under the control of the Departments of Technical Education and Agriculture Respectively.

These institutes were not seen initially as degrees granting institutes, their emphasis being upon teaching and technical expertise rather than upon research. Already it is clear that the Victoria Institute of Colleges has broken with this understanding following the recent introduction of a degree course in pharmacy.

The Martin Committee recommended the establishment in certain rural centres and in Canberra of Colleges of Advanced Education with status within the institutes. The Colleges of Advanced Education were seen as diploma granting institutions of a clearly sub-university level. This level was such as to lead the states to believe that, initially, the salaries of personnel in the colleges would be of sub-university standard, and the salaries of key officers of, for example, the Bathurst College of Education in New South Wales have been advertised at that level. Meanwhile, an extraordinary decision was made by the Federal Government to advertise the salaries of the senior officers of the Canberra College of Advanced Education at university level.

The Martin Committee recommended that the agricultural colleges, hitherto clearly sub-tertiary institutions, should up-grade their offerings to allow for matriculation entry and three or four year courses. In some states, notably Queensland, substantial progress has been made towards that end; in others, like Victoria, real progress seems a long way off. In New South Wales the future of the agricultural colleges seems unclear, to say the least.

The position of the teachers' colleges is even more uncertain, for neither the federal nor state governments appear, on the whole, to have taken seriously the Martin recommendations. Canberra did not accept the recommendation that federal funds should be made available for the support of teacher education and with only one or two exceptions the state governments have done little to set up effectively the recommended Boards of Teacher Education. Of course, the Martin Committee's recommendations on teacher education were themselves remarkably short-sighted. In relegating the key figure in the educational process to a sub-university institution clearly separated from the main stream of academic study, especially in the social sciences, they performed a gross disservice to education generally and to Australian children in particular - but at least their recommendations contained some growing points. Much to the disappointment of teachers' associations the only clear-cut development has been the decision to include teacher education in the programmes of the Colleges of Advanced Education at Bathurst and Canberra.

What might we see emerging from this most unholy mess during the next decade? We might reasonably expect the following:

1. A growing pressure from all types of newly established tertiary institutions to become chartered as degree-granting bodies.
2. A growing pressure from these institutions for research funds comparable to those sought by university staff.

3. A growing recognition on the part of universities of the qualifications of these institutions for entry into both undergraduate and postgraduate programmes within the universities.

In other words, there are already clear signs that the new institutions will, like the U.S. institutes of technology and teachers' colleges and the British C.A.T.S. and teachers' colleges move inexorably into the university area.

The position of the teachers' colleges will be especially interesting. Of all states only N.S.W. has still officially to espouse a policy of a three year minimum period of training. We can reasonably assume that shortly the teachers' college of the Mother State will adopt a minimum period of training of three years, but will follow different organizational paths: some as parts of Colleges of Advanced Education, some as Colleges of Education of adjoining universities, some as independent institutions in their own right, some perhaps as co-members of a collegial state university. Within a decade, therefore, we should see quite marked changes in teacher education. Most of these changes will be in my view second-best solutions, but they will almost certainly be for the better when compared with present practice.

How might all these changes affect the universities? Almostccertainly they will hasten the moves within universities for the adoption of academic and organizational practices which are closer to the North American than to the traditional British pattern. Such moves are already well-defined, e.g. course work for postgraduate degrees; multiple professorships in particular disciplines; permanent deanships; semester or trimester teaching units; graduate schools. The development of the new tertiary institutions as virtually undergraduate universities will almost certainly place much greater demands on the existing universities' postgraduate training resources. It is not too fanciful to suggest that by the 1980's one or two of our universities will, like their prestigious U.S. counterparts, have as many as one third of their students engaged in postgraduate work.

One of the more positive outcomes of all this development might well be a new interest in teaching at the tertiary level. It is already well-known that the more technically and professionally oriented departments of universities are interested in teaching methods and aids, and it is to be hoped that the new institutions whose concern is, in theory at least, with teaching rather than research, will lead the way. In this regard it is reasonable to expect that some of the new institutions will develop special interests in the teaching of evening and external students.

Even a cursory perusal of likely developments must lead the protagonists of educational planning to throw their hats in the air - for national planning must come, and come quickly, if chaos, unnecessary competition and waste are to be avoided. But who is to plan for the planners? Already the New South Wales tertiary institutions are subject to "visitation" by the Australian Universities Commission, the Commonwealth Advisory Committee on Higher Education and the New South Wales Universities Board. How long will it be before we boast a New South Wales Advisory Committee on Higher Education? Surely Federal and State interests in higher education must be rationalized before a state of absurdity is reached.

In fine, all of the political realities referred to at the beginning of this paper will place great and profound pressures upon university education as we now know it. Should the long established universities fail to recognize and keep up with Australia's new political and economic role there can be little doubt that governments, both federal and state, will establish universities of a somewhat different type which will meet the new demands. Some states may establish condominia on the U.S. pattern, in order to share in scarce specialized educational resources; others may request the Federal Government to recognize one or two institutions as regional or even national centres for teaching and research in given areas; others may urge the support or establishment of private or even church-owned universities. The position is, surely, that we are in the process of departing rapidly from the long established mediaeval tradition of the university as a monopoly-holder in advanced education. In observing the swing away from this concept we shall have to learn from the mistakes of our U.S. colleagues and exercise great vigilance, for while the educational world of tomorrow is not entirely controllable, we should at least attempt to ensure that that which is best in our university tradition remains untrammeled.

General

One of the most important and far reaching developments in education during the next ten years or so almost certainly will be increased "democratization" in decision-making regarding education as traditional bureaucratic structures adapt to meet new social needs and as more and more educational administrators receive university training as administrators. Already most state school teachers' associations have earned considerable representation on appointments, promotion and syllabus committees, while some are pressing for teachers to be given responsibilities affecting major policy making. The proposed New South Wales Education Commission, for example, would give teachers a substantial say in policy making, certainly on a much wider range of issues than the rather clumsy and restricted teachers' tribunals set up in Victoria and Western Australia in recent decades. Even if the New South Wales Education Commission does not become a reality, it is unlikely that teachers will cease their demands for a say in matters affecting their profession - and with the example of the National Teaching Council for Scotland to follow, who can blame them?

Whether or not our educational policy makers like the look of it, the fact is that teachers throughout the world are on the move, and are working through a combination of both professional and union-type procedures to have their voices heard in high places.

There can be little doubt that teachers in Australian non-government schools, too, will be seeking industrial agreements before long and will, no doubt, be seeking an increasing say in the government of their schools. The problem of their participation in decision making is just as great, if not greater, than for teachers in government schools, for the powers of bishops, provincials and headmasters are no less for apparently having the angels on their side!

Indeed, the position of the non-government schools generally has reached a critical stage. It seems very likely that in the near future the Catholic schools of Australia, bedevilled by rising costs and teacher shortages, will become in fact, if not in name, merely another form of government school, lacking, in all probability, at least some of the distinctly religious flavour of the "public" Catholic schools of Alberta and Scotland.

The independent non-Catholic schools on the other hand - and especially those whose heads are members of the Headmaster's Conference - are likely to become rather more exclusivist than they are today, for the places they offer are unlikely to increase in anything like the same proportion as the increase in the population generally. While the general availability of government high schools and the improvement of transport services may well decrease proportionately the demand for places in such schools, there can be little doubt that they will remain at the end of the 1970's as a disproportionately high source of university matriculants, especially those interested in the 'high' professions.

A fascinating question mark of concern to all Australians is the question of the future of educational provision in the Australian Capital Territory. There seems little doubt that within the next decade a federal government will decide to constitute an independent educational system for the Territory. Such a move certainly should be in the interests of Australian education, for a system of the size of that proposed seems to be well suited for the educational innovation and experimentation. The key question, of course, is what shape will the new organization take? Will it merely emulate New South Wales? Will it set up a board of education on the English or U.S. pattern? Will it provide for citizen participation in at least some aspects of school organization on perhaps the New Zealand pattern? Will it involve the non-government schools as part of the system? A shrewd guess suggests that the new system will indeed differ from that known to Australians up to the present - and such a move can hardly be denounced by those who are concerned about the extraordinary degree of centralization affecting educational decision making in this country.

Beyond Canberra, in the wilds of states, some reorganization of educational structures will obviously be necessary during the next ten years. Already New South Wales has greatly extended its 'area directorate' system, while similar moves are afoot in South Australia. Great care will need to be taken to ensure that such moves do not deteriorate into recentralization rather than decentralization. It does seem likely, if recent Victorian legislation provides a clue, that citizen participation in school government is likely to increase - though not in the strictly professional area. The growing power of the organized - and lobbying - activities of parents and citizens' groups makes such developments very likely, if only because their voices will be heard even louder as the general level of education in our society creeps higher and higher.

In conclusion, in view of the chief concern of this Conference, we might well ask, what of adult education and university extension generally during the next decade? All the signs of a pressing and urgent demand for such education are present. We are to lead in Asia and we know little about Asia. We are to trade with Japan and we know no Japanese. We are to be given much leisure and we do not know how to use leisure. We are worried about our primary industries and we have plenty of experts prepared to advise us on those industries.

Everything around us, then, suggests that we will need university extension as we have never needed it before. And yet I cannot be over-optimistic. So often during the last century have we heard the same arguments presented and so often have we been appalled at the tiny proportion of the population which has shown any interest in its assumed needs.

I do not suggest, of course, that University Extension will march backwards - far from it - but I suspect that if we are not careful much of the growth in class enrolments will be disproportionately high in courses like ballet, sculpture and pottery which are 'cultural' pursuits rather than the utilitarian pursuits or the more academic 'liberal' studies which our place in geography and history would seem to demand.

Even the strongest supporters of university extension cannot but be disturbed at the condition of adult education generally in Australia today. Adult educators are disappointed at the very small proportion of the population which buys their wares. They are still stunned at the recent "thumbs down" attitude adopted by the Australian Universities Commission. They are worried about their lack of academic standing when compared with their colleagues in other university departments and faculties. They are divided within themselves on questions of specialization and general interests, of techniques like so-called "community development", of entrepreneurial and teaching roles.

These are all questions which need to be taken up by the adult educator during the next decade - and taken up they must be. Australia saw only too clearly earlier this century the effects on adult education of confusion in goals, undue diversification of interests and internal strife. Is the time drawing near when departments of university extension should see themselves solely as entrepreneurs or administrators charged with the task of releasing the floodwaters of university learning into the populace? Will it be realistic in 1978 to refer as generalists to adult educators who can do everything from delivering a talk on Handel to offering a series of ten lectures on 'The Autistic Child'? For how much longer can we conceive of adult education as single lectures on myriad topics isolated one from the other and, often, delivered by one generalist? Perhaps more important - how long will it take politicians to suggest that extension work is more properly the concern of a college of advanced education or of an institute of technology than that of either a university or a state department?

Unless there is some rather fundamental reorientation and reorganization of adult education and extension very soon its future looks bleak indeed. Will disciplined research into adult education and the professional training of adult educators provide some guidelines for future growth? The question of innovation and change in adult education faces many dragons in the path and no dragons are fiercer than the attitudes of some adult educators themselves.

Conclusion

The great question facing Australian educators generally, and not the least adult educators, during the next decade are those of innovation and change, of the adaptation of educational structures and functions which are still nineteenth century in concept to those more applicable to the close-at-hand twenty-first century.

As Phillip Coombes of the International Institute for Educational Planning put the problem to the 1967 International Conference on the World Crisis in Education,

> "There ... has arisen a serious disfunction, a disparity taking many forms, between educational systems and their environment ... What can the managers of educational systems do on their own? The one most vital thing they can do so to overcome their own inherent inertia in the face of a clear and immediate challenge to the relevance of their systems. No more than a grown man can wear the clothes that fitted him as a child can an educational system stand still and oppose making changes while a world of things is on the move all around it..."

Coombes' advice is equally a loud and clear call to all participating in this Conference at Armidale. In a moment of truth he adds,

> "It would pay imperfect homage to the truth to suggest that the teaching profession itself - viewed in the mass - is avid for professional self-criticism, or is alive to opportunities for innovations that will help teachers achieve more in the classroom, where now they have little chance to think. Indeed, one must note an ironic fact about the worldwide educational crisis. It is that although the crisis has occurred

> amid a universal expansion of knowledge, education, as the prime creator and purveyor of knowledge has generally failed to apply to its own inner life the function it performs in society at large ... Education thus places itself in an ambiguous moral position - it exhorts everyone else to mend his ways, yet seems stubbornly resistant to innovation in its own affairs."

If this is true - and Coombes has a habit of cutting close to the bone - then the next ten years presents us all with a challenge indeed. Whether through systems analysis, empirical research or good old-fashioned committee enquiry, we will need to accumulate and weigh up our data and plan for action. All decision making, including educational decision making, involves risks and an unwillingness to take carefully calculated risks is not only immature and irrational - it is also a strong guarantee of lethargy, complacency and obsolescence.

Paper No. 3.

"THE SOCIOLOGY OF RURAL ADULT EDUCATION"

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THE SOCIOLOGY OF RURAL ADULT EDUCATION IN AUSTRALIA

by

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In this paper I intend to focus on emerging trends in social relationships and social groupings of people in rural areas and the significance of these trends for the content and the methodology of rural adult education in the next ten years. I am assuming that the word rural encompasses country towns and that we are concerned with the North of Australia as well as the rural areas in Eastern, Southern and South Western Australia.

Trends in social groupings and relationships.

(1) Farming and Agri-business

Although at the level of the individual farm firm, agriculture is still a small-scale industry it is becoming increasingly dependent upon large-scale organisations for its raw materials, the sales of its products, the provision of services and the production and supply of 'knowhow'. John H. Davis is credited with coining the word 'agri-business' to describe the complex of inter-related businesses clustering around the farm production unit.[1] Many of these businesses may have no formal links with farm businesses as such, but the latter's operations may still be highly dependent upon them. For example, for the supply of fertiliser without which particular types of soil may be totally unproductive or for the research results necessary as the basis for the production of a particular product in a specific environment. Some types of farm production, however, are already intimately linked with bis business complexes through formal agreements which result in them being the production unit in a vertically integrated industry. This has already occurred in Australia with broiler production, is prevalent for certain types of fruit and vegetable production and is developing in pig production.[2]

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[1] John H. Davis. 'From Agriculture to Agri-Business', Harvard Business Review, 34, 1956.

Within agriculture itself, horizontal integration for the operation of more than one farm business unit is occurring through the expansion of family businesses into farming companies, the establishment of public or private companies to own, develop and operate land and animal resources and the establishment of family partnerships. Such farming businesses depend on employed labour rather than on the family or families of the owners and operate with a greater degree of division of labour than is customary or necessary on family farms.

Professionals and Specialists

The growth of agri-business has created occupations in agriculture itself, and in the complex of businesses surrounding it, which require specialist or professional training. The people with this training occupy key positions in agri-business. Thus a large pig enterprise may be managed by someone with a Ph.D. in pig nutrition and employ a trained veterinarian; a firm of farm management consultants may include on its staff people with university qualifications in farm management, agricultural science, law and accountancy and local shire clerks, engineers, advisory officers, accountants, crop dusting pilots etc. servicing agriculture will have had professional or specialist training.

These professionals and specialists may have originated in cities or may have farming backgrounds. Some evidence for U.S.A. indicates that many of them in agri-business there have been recruited from farm and small-town backgrounds.[3] There is little systematic data available for Australia but we do know that in the University of New England for 1968 50% of the students entering into the Faculty of Rural Science and 41% into the Faculty of Agricultural Economics were the children of farmers or graziers compared with 21%, 15% and 17% respectively for Arts, Economics and Science. Over all Faculties 70% of the entering students came from towns or localities with less than 20,000 inhabitants.[4] Irrespective of background and place of origin, in the course of their training, the professionals and specialists working in rural areas will have met with ways of life, cultural standards and systems of values which are likely to differ significantly from the ones experienced by those locally born people in rural areas who have had little occasion or opportunity to move outside their local frame of reference. Furthermore, because most of the professionals and specialists would be employed by large-scale organisations with state-wide, national or even international ramifications, they are likely to have moved about during their careers.

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[2] For a discussion of contract farming in Australia with particular reference to the broiler industry see McConnell, D.J., 'Contract Farming and the Broiler Industry', Australian Journal of Agricultural Economics, 10, 2, December 1966

Watson[5] has suggested that mobile professionals, or spiralists, share a common generic culture arising from their period of professional training and that this, together with their potentiality for occupational, spatial and social mobility, results in their interacting more with others like themselves rather than with people with a local 'core' culture who are not mobile spatially or occupationally. This thesis would appear to be tenable for people in professions, or in large-scale organisations, which are not directly dependent on the goodwill or patronage of other people in a local community for their business advancement and, through this, their own personal advancement. Thus, the personal advancement of a member of the academic staff of the University of New England will not be dependent on the friends he makes amongst the local citizens of Armidale or on the interest he shows in furthering the development of the city. Nor will such activities directly advance the academic standing of his chosen discipline amongst his colleagues here or elsewhere. Indeed, too close an identification with 'town', if it involves a network of cross cutting relationships and obligations, may make more difficult his movement to another academic post elsewhere or 'eat into' time which could be devoted to academic research, reading, administration or politics.

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[3] Taylor, L. and Jones, A. R. Jr., 'White Youth from Low Income Rural Families', paper at National Conference on Problems of Rural Youth in a Changing Environment, Oklohoma, September 1963.

[4] Private communication, F. M. Katz, taken from survey of 1968 entrants to University of New England.

[5] Watson, W. in Gluckman, ed., Closed Systems and Open Minds, Manchester University Press, 1963

For those professionals and specialists, however, whose advancement depends on their success in operating or developing an enterprise in a local community, interaction, innovation and even leadership in local affairs may be essential elements in their success. Thus, a local bank manager or manager of Woolworths may speed his way to head office by initiating or actively participating in local developments which results in increased volume of business for his firm. This is recognised by some banks and business firms who pay the subscriptions of their manager to golf clubs and the like.

Professionals and specialists in some organisations such as Departments of Agriculture may find themselves in an anomolous position relative to their interaction with a local community. Success as an advisory officer for example requires acceptance by the locals. But exclusive involvement in local affairs may result in either a transfer to avoid the officer compromising his official position because of too close an interaction with the locals, or in his becoming out of touch with the power and promotion channels, back at regional or head office, where research and administrative ability, together with conformity to the norms of the organisation, may count more than a facility to get on with farmers.

Professionals and specialists in rural areas may thus affect the demand for adult education through the influence of their ideas and involvement on the activities in a local community, through the power they exercise by reason of their training, connections and official position, through their own requirements for further education either for professional or leisure purposes and through the influences and adult educational requirements of their wives and families.[6]

The New Farmers and Managers.

Whether operated as family businesses or farming companies, as the size and complexity of farm businesses increase so will the need increase for the farmer himself, or the employed manager, to be an expert in farm business management. Over time, professionalisation of farm management will occur with farmers and managers entering the business of farming after receiving a tertiary level education for their profession.

In some countries of Europe where land is scarce and its development is expensive, those farmers selected for settlement must have attained certain prescribed levels of technical training as well as specified lengths and levels of practical experience. Even in Australia, a much greater degree of selection of settlers than obtained in the past is occurring for government sponsored development areas.[7] Thus, the first settlers for the Ord River irrigation development in the North-West of Western Australia were handpicked by officials of the Department of Agriculture on the basis of their ability and experience to handle large-scale intensively operated cropping farms under an irrigated system, dependent on the application of advanced agricultural technology.[8]

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[6] For a consideration of the importance of professionals and specialists as 'ideas-men' and wielders of power see Taylor, L. and Jones, A. R. Jr., 'Professionals and Specialists in Agri-Business: An Analysis of Social Organisation and Power', Sociologia Ruralis, V, 4, 1965

Although professional training of farmers and graziers is not yet commonplace in Australia[9] there has developed over the last ten years or so the profession of farm management advice or consultation. The practitioners are organised into professional associations and have minimum levels of training - at least a diploma and often a degree in agriculture, agricultural science, agricultural economics and farm management. Through their advice, and the business value system to which they subscribe and which they promulgate, these advisers are creating amongst their farmer clients an awareness of the necessity for professional management expertise in modern farming.

Marginal farm families

The average income of primary producers has ..

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7. Selection of settlers was an integral part of the War Service Land Settlement Scheme, see Campbell, K. O., Ch.8, Agriculture in the Australian Economy, Ed. Williams, Sydney University Press.

8. Nicholson, P. Unpublished honours thesis on the backgrounds and attitudes of settlers in Kununurra, University of Sydney, 1966

9. A high percentage of the sons of farmers follow their fathers occupation, e.g. in Western Australia about 90% on farms of 1,000 acres and over (about half the full-time farms in W.A.) - Nalson, J. S. and Hogstrom, A. W., Farm Population and Land Development in W.A. in press. Only 5% of farmers' sons, however, take up tertiary education of any kind - Radford, School Leavers in Australia, ACER, 1959

risen over the last ten years and is round about the same as that for self-employed people in non-farm occupations.[10] However, in the same period, the average income of male wage and salary earners has risen by 51% compared with a 30% rise for the average incomes of primary producers.[11] Furthermore, the indices of prices paid by farmers have increased faster than the indices of prices received. Thus the index of prices paid increased from 200 for the three years ended 1956-57 to 252 for 1965-66 compared with an increase from 182 to 193 over the same period for prices received for all products.[12] Only by increasing its overall efficiency has farming as a whole been able to maintain its position relative to other self-employed occupations.

Four factors involved in this increase in efficiency have been: reduction in the employed labour force; reduction in the number of farmers; increase in capital investment and increase in technology and managerial advice.[13, 14] Farmers operating small farms and producing products which have been least in demand on export or internal markets have been least able to take advantage of these ways of increasing efficiency and now constitute a 'hard core' of low income producers causing concern amongst primary producers' organisations and government departments. Measures of adjustment for such farmers, and particularly for their families, will pose challenges for adult education in the next ten years. The problem is likely to be complicated by the tendency towards the concentration of ethnic minorities in certain areas of intensive or irrigated agriculture. These ethnic groupings of Italians, Yugoslavs and other Southern Europeans in areas of tropical fruits and vegetable growing, dairying, sugar, dried fruits and wine production may not be accessible through normal channels of adult education due to language or cultural barriers between them and adult education agencies. One example illustrates this part. In 1962-63 another research worker and myself investigated socio-economic aspects of proposed irrigation development in an area of tropical agriculture in the North-West of Western Australia.[15] Our findings indicated the need to stabilise the irrigated area rather than engage in costly irrigation works which would have resulted in a rate of expansion of production of 'out of season' vegetables out of all proportion to market demand. The Adult Education Department of the University of Western Australia arranged an extension school to explain our findings. Local leaders were contacted, leaflets were distributed through the primary and the high schools, radio and local newspaper publicity was arranged. The extension school was given and was attended by Australian growers and Australian employees of the transport, supply and other servicing businesses and agencies - but not one grower of Southern European origin attended. This was despite the fact that over 50% of the growers were Southern Europeans and, in the course of the research, two of us had contacted at least a third of them and been on sufficiently cordial terms for them to voluntarily give us detailed information about themselves, their

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[10] Mckay, D. H., Ch.6, Table 9, Agriculture in the Australian Economy, op.cit.

[11] Calculated from Table 9 ibid.

[12] Table 10, ibid.

[13] ibid, chs. 3, 6, 9, 10, 11

[14] The big expansion in farm management clubs and farm management consulting as a profession has occurred in the last ten years.

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12. Nalson, J. S. and Parker, M. L., Irrigation on the Gascoyne, University of Western Australia Press, 1963

properties and financial aspects of their businesses. Considerable conflict had occurred however between growers and the local agency of the Public Works Department, which had the responsibility of controlling the use of irrigation water when supplies were scarce. The extension school was identified with government - Them - by the Southern Europeans and this, combined with their hesitancy over language difficulties, was sufficient to keep them away from a school which was directly concerned with the problems they were facing.

Farm and Service Workers

The advance of technology and the growth of the influence of large-scale organisations has affected work opportunities both for farm workers and for those employed in service industries.

As the demand has increased for skilled specialised workers, the opportunities have declined for unskilled casual work on farms, the development of land, public utilities and private and public building. In the past, an unskilled man could do little harm, and a lot of good, picking roots, shovelling soil and digging trenches. But the requirements now are for skilled operators, maintainers and repairers for complex machinery, whether on farms or in service industries. As a result, there can exist at the same time in rural areas both a shortage and a surplus of workers.

The position of the Aborigines in rural areas is affected by this situation. Unskilled, ill-educated, poorly housed and discriminated against they comprise a hard core of unemployed in areas short of skilled labour. And their demographic structure is such that the problem will increase. Already over 50% of the Aborigine and part-Aborigine population is under the age of 16, compared with about 33% for the white population. In the north of such States as Western Australia over 40% of the population is Aborigine or part-Aborigine.

Development of irrigation or mineral exploitation is more likely to decrease rather than increase their work opportunities, unless considerable provision can be made for adult education for them at a basic and a vocational level. If adult education is to spread to the north of Australia, there are strong humanitarian and tactical political and social reasons for its major effort to be concentrated on the three R's linked with the teaching of mechanical skills, rather than succumbing to the easier task of providing leisure education for the bored wives of professionals and specialists temporarily incarcerated 2,000 miles or more away from their urban culture.

Rural Adult Educational Needs

Adult education in the liberal arts tradition has tended to be education for leisure or pleasure. The movement into rural service industries of mobile professionals and specialists and their wives accustomed to the range of cultural amenities readily available in the cities, is likely to increase the demand for liberal art courses. I do not think it needs a content analysis of the Armidale Express or the Tamworth Northern Daily Leader for the years 1938 to 1968 to support the assertion that, as the proportion of 'cosmopolitans' to 'locals' has increased in the two cities, there is likely to have been an increase in the quantity and range of cultural activities and courses available to their citizens.

As farms become fewer and larger and farmers fewer and wealthier, the local occupational opportunities socially acceptable for the employment of their daughters are likely to become fewer. Daughters moving away for higher education and socially acceptable employment will thus create a shortage of acceptable marriage partners within the farming community. Whether

Farm management advisers too are likely to require refresher courses and courses in the use of such services as E.D.P. and the use of the computer for business management.

Other professionals and specialists working in rural areas could require refurbishing of their specialist qualifications or seek to obtain further professional qualifications to advance their careers. At the present time there are students taking external Arts degrees of this University who are employed in Departments of Agriculture and anxious to improve their professional status. To do this a degree is necessary. An Arts degree is the only one available externally so this is what they are taking. I suspect if we examined the situation that there could be a whole range of unsatisfied needs for degree and post-graduate diplomas amongst professionals and specialists in rural areas.

Rowley[16] has indicated the chronic state of unemployment amongst Aborigines and part-Aborigines and their low level of education. One reason for the partial failure of the Pindan aboriginal mining community in the North West of Western Australia was not their lack of organising ability but was their inability to read maintenance instructions for trucks and other mechanical equipment and their ignorance of simple accounting techniques and business management procedures.[17] Schemes for the provision of training and subsequent employment farmers' sons search farther afield for their marriage partners or look locally beyond the occupation of farming for them it is likely that, for status reasons, a proportion of them will marry women with professional qualifications. Such women (which research in Western Australia indicates are often teachers or nurses[13]) will add to the demands for rural adult education of the liberal arts type.

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[16] Rowley, C. unpublished material from Social Sciences Research Council's project *Aborigines in Australia Society*.

[17] Wilson, J. unpublished M.A. thesis on the Pindan community, University of Western Australia.

There is a danger, however, that, in responding to the requests for liberal adult education from an articulate and already educated minority, rural adult education will continue to be devoted to educating the educated. If it does, and the resources which government allows for education do not increase considerably, we run the risk of providing pleasant leisure pursuits for the educated (this term painting and play reading, next term pottery and music appreciation) at the expense of the vocational needs of the uneducated, the partially educated and the hopefully aspiring.

Evidence from Western Australia[14, 15] indicates that there is a potentially large demand from farmers and their sons already in farming employment for part-time or periodic education in farm business management to a high level of sophistication. Such a demand cannot be met by occasional weekend farm schools or annual five day conferences for farmers and graziers but will need a continuous procedure and organisation much more approaching the system of courses, directed reading, and residential schools at present operated by this University for adults wishing to study externally for an Arts degree.

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[13] Nalson, J. S., unpublished material from surveys of farm families in W.A.

[14] Schapper and Nalson, Manpower Training for Agriculture in Western Australia, University of Western Australia Press, Perth, 1966

[15] Also from the response of farmers and their sons to short courses in farm management run by the Adult Education Board of the University of Western Australia.

for Aborigines and part-Aborigines in Western Australia have indicated the key importance of linking training to realistic employment opportunities such as skilled farm work, mineral prospecting and mining operations.[18]

Certainly adult education which involves teaching literacy and skills to Aborigines is not University level stuff, but it clearly warrants a high priority, whether viewed on the grounds of humanitarianism or of the self interest of a dominant white majority, with a falling birthrate, faced by an increasing black population, chronically unemployed, ill educated and barely housed, living surrounded by an affluent society.

Mackay[19] estimates that 20% of the farms of Australia are making net incomes of less than $1,000. This is contested by Davidson[20] but both agree that there is a hard core of low income farms in a number of intensive types of farming in Australia. Nalson and Hogstrom[21] have indicated that in Western Australia there is likely to be a surplus of farmers' sons in less than ten years relative to the supply of farms of over 1,000 acres there. The magnitude of the move of farmers to new land in Western Australia from South Austra , Victoria and New South Wales[22] suggests that in these States too, the number of potential farmers

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18. Private communications with officers of W.A. Native Welfare Department and personal observations of farm labour training schemes in W.A.

19. Mackay, 'The Small-Farm Problem in Australia' Australian Journal of Agricultural Economics, Vol. No. December 1967

20. Davidson, B. R. 'Welfare and Economic Aspects of Farm Size Adjustment in Australian Agriculture' National Workshop on Agricultural Adjustment Problems in Australia, University of New England, February 1968.

21. Nalson, J. S. and Hogstrom, A. W., Farm Population and Land Development in W.A., University of Western Australia Press, Perth, in press

22. Over 70% of new settlers in the light land development areas of South West Western Australia came from other States. ibid

is likely to be in excess of the farms becoming available either from new development or by reason of deaths and retirements. Thus, almost irrespective of farm size and type of farm, there would appear to be a need for a lower proportion of farmers' sons to enter agriculture than currently and for a proportion of farmers to move into other employment partly through their careers.

This would seem to pose two major tasks for rural adult education:

(a) To bring to the notice of farm families the problems associated with too many people chasing too few farms.

(b) To provide facilities for further education in skills, technologies and professions, for those farmers and their sons, already in farming but who wish to train themselves for other occupations.

A consideration of the likely demands and needs for rural adult education suggests that it is faced by a dilemma. Those who are likely to demand adult education don't need it. Those who need it are not likely to demand it, and, even if they did, the liberal arts type of education offered is not what they need.

Given that in the near future government is going to be less than generous in its provision for rural adult education, I see the necessity for changes in methods and approach if major needs are to be met. Adult education resources could be concentrated upon two tasks:

Firstly, organising classes, conferences, meetings and discussion groups on the changes occurring in rural society and organising these at all status levels of rural society. These activities would emphasise the problems arising from the changes occurring both for rural adults and their children and indicate the ways in which further education at all levels, from literacy classes to professional courses, could help them to adjust to the changes. Use of experts in different disciplines to explain the problems and educational potentialities for their solution would be essential.

Secondly, mobilising of local talent to assist in local programmes of self-help education arising out of the first task. Thus, rather than continually seeking to titillate the faded cultural appetities of the bored, educated, rural elite, adult educators could concentrate on persuading them, and organising them, into using their education and professional talents to assist others in the community wishing to improve their general education or to acquire vocational education necessary for a change in occupation.

Paper No. 4.

"RURAL ADULT EDUCATION AND THE INDIVIDUAL AS A WORKER"

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August 17, 1968.

THE ADULT EDUCATIONAL NEEDS OF THE INDIVIDUAL AS A RURAL WORKER

by

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It is accepted that this paper is to provide a background for syndicate discussions of the topic given. It will certainly not present an adult education programme.

Being presented with this title brings the need for definition. It is taken that the term Rural Workers will include the people who work in or serve the rural industries at the farm level. Not only the farmer, working members of his family and his employees but many professional and sub-professional groups like government research and extension workers; veterinary practitioners and farm management consultants; bankers, accountants and commercial advisers concerned with farm finance and business records and with the use and sale of fertilizers, pesticides and pharmaceuticals; sales and service people concerned with agricultural machinery as well as agencies concerned with land, livestock and the marketing of livestock and farm products are involved. It is suggested that the definition of rural worker has currently to be cast as wide as this because of the dramatic changes that have taken place in the business of farming since about the mid-1920's but with ever increasing rapidity in the last 10 years. With changing technology farming has become a much more complex technical operation as viewed from many science discipline fields. Agri-business, if it is distinct from farming as such, has become very much more capital intensive and in its train decision making is made more complex to determine the best mix in farm enterprises and the many elements in investment and cash flow associated with the purchase of the wide range of goods and services now needed to maintain efficient farm operation. Thus, though the farm work force has remained constant since 1933 at something less than half a million, this number now represents less than 10 per cent of the total work force compared with being something more than 20 per cent of it at the earlier date. On this basis the productivity of each worker on the farm has greatly increased in recent decades, but with the increasing rate of technological change and the ever diversifying path of information flow it can be argued that many "off farm" people in today's society are contributing to the increasing farm production and are rural workers in a real sense. This proportion will probably increase, but it can be questioned whether this is the most efficient way of providing the farmer of tomorrow with the management aids he will need.

Looking at the individuals who have become enmeshed in this net of rural workers one immediately perceives that their formal education would have terminated at almost any level from post primary school to tertiary university with post-graduate training. For the farmer, as for other elements of the population, the level of formal education is confounded with age, for the son will have had a longer period of schooling than the parent. In general the "off farm" rural worker will probably have experienced a longer period of formal education than the farmer and this will include a varying degree of specialization for his particular avocation. The vet will have had the longest university course but the agricultural research worker might have exceeded this with his post-graduate training, and so on.

There are some data available about the educational background of farmers in a few regions of Australia. These may be combined with a comment from the Martin Report about the needs of future farmers being met by "short refresher courses" or by "short courses of a year, or preferably less" and the Wark Committee statement that some "states intend to develop new lower level institutions (lower than the existing agricultural colleges) for farmer training". It would then appear that in the past there has been no need or incentive for the farmer to proceed even to an "average" level of education on a community basis. For the future, the Wark and Martin Committees seem to agree that courses for future farmers should have a lower entry level than the completion of secondary education, and at best need not proceed much beyond it.

This leaves us with the sub-professional "off farm" rural worker group who would command a wide range of manual or commercial skills. Without seeking data on the minimum training required for each of these avocations one might make the subjective judgement that though specific terminal technical courses may have provided the manual or commercial skills at a level that is saleable to the farmer customer, their general educational level would not be greatly different and could well be less liberal than the farmer's. As with the farmer the level of formal education could well be confounded with age, the higher age groups having relied more on experience than formal training to attain their present positions.

Having worked backwards through the title one comes to define Adult Education. Acknowledging the rapid rate of technological change and having included a wide range of individuals in the definition of rural workers one inevitably looks to the continuing and continuous education of these people as adults. There should be an increasing vocational component in this without detracting from the traditional forms of liberal adult education.

The vocational component will be concerned less and less with manual and commercial skills, and more and more with scientific principles, with changes in technology and in an important discipline that is still new and relatively little understood in Australia, the discipline of management. Adult education in this sense will be increasingly needed at post-secondary and post-tertiary levels. These tenets can be postulated by making some observations on agricultural education in Australia.

There has been a number of investigations in this area quite recently. Apart from the Martin Committee and the Wark Committee, the A.C.E.R. sponsored and published "Agricultural Education in Australia" by R.N. Farquhar. The Australian Institute of Agricultural Science has had its State Branches conduct specific enquiries in each State and was co-sponsor with the Sydney University Department of Adult Education of a conference at Orange in August 1967. The topic was "Training for the Rural Industries - a review of Agricultural Education in New South Wales". The authors and their subjects were:-

Professor K.O. Campbell: "Agricultural Education for What?"
Dr. C.D. Blake: "The Contributions of the Secondary Schools......".
J.D. McFarlane: "Agricultural College Education".
Professor G.L. McClymont: "The Contribution of Universities....".
J.G. Slater: "Agricultural Extension in New South Wales".
Austin Johnson: "Overview and Evaluation".

Following this conference a survey was conducted and provided interesting information about the reaction of participants. Two more recent papers are also relevant in this context. They come from Farm Policy, 7 No.4 of March 1968: one by Dr. Henry P. Schapper, "Education for Future Farmers" and the other by Dr. R.G. Mauldon, "Future Farms and Farmers". Though the following comments may appear to draw mainly on the Orange Conference, they do in fact, briefly reflect the relevant parts of each of the documents and typify the situation in Australia generally.

At the secondary school level Agriculture has been taught in New South Wales as a three year course since 1922, extended to five years in 1934 and accepted as a matriculation subject by the University of

Sydney since 1945. Prior to the Wyndham Scheme (1965) the subject was taught as a three or a five year course in about 120 state and independent secondary schools. In November, 1964, a total of 813 students from 73 schools sat for the subject at Leaving Certificate level.

There are three specialized state Agricultural High Schools: Hurlstone (1907), Yanco (1922) and Farrer (1939). Entrance is competitive and they attract students of high intelligence. The opinion is generally held that in the non-specialized schools the study of Agriculture and its related subjects stressed the manual aspects of mathematics and the sciences and thus provided for students who could not cope effectively with the full science courses.

The Leaving Certificate syllabus in Agriculture was first prepared in 1934 and revised in 1953. With its breadth, range of alternative topics and descriptive approach it failed to acknowledge the additions to knowledge and changes in outlook from expanded research and extension activities. Further, it did not reflect the changing content of rural courses at the tertiary level. Students were certainly not competent to enter into farming or grazing pursuits immediately on leaving school. From established first and second year failure rates the course proved a handicap to those students going on to tertiary education in agriculture.

With the introduction of integrated courses in science and mathematics as the secondary school period was lengthened to six years (in New South Wales), Agriculture has been retained as a separate subject. It is offered to the fifth and sixth forms at three levels and the senior syllabus Committee has reorganized the structure of the course on two major premises. Firstly, that most students entering fifth and sixth forms were destined to enter into some form of tertiary training, and secondly, that though further training would be needed before the remaining students could enter farming pursuits they would do so when scientific and economic pressures on the farmer were inescapable. Thus the study of Agriculture in secondary schools is to demonstrate the integration and economic application of science through itself being an extension of the science syllabus, especially of the biological component: an integrated science course is essential and should preferably be taken concurrently with Agriculture: the study is intellectually demanding and should not be taken by students who could not effectively undertake a science course: it has cultural value through its incorporation of scientific, economic and sociological disciplines and should be equally available for boys as well as girls in city as well as country schools: finally, diversified farms attached to schools for manual training were not necessary; laboratory, glasshouse and plot studies and well organized excursions could introduce a wider range of techniques and practices and make more effective use of student time.

Such a change in attitude is welcome but the Committee had to accept that all of agriculture could not be treated at sufficient depth in a two year course to be disciplinary and have scientific merit. So they had to select some aspects on the basis of student appeal, educational value or relevance to science and other syllabuses and omit other facets. Some aspects which had to be omitted could have greater economic or vocational importance.

Finally, in all States a shortage of qualified teachers for Agriculture is reported. This will persist because Education Departments seem unable to compete with research and commercial institutions for the relatively few agricultural graduates available.

Though change is welcome and it is yet too early to assess the usefulness of the new Wyndham course in agriculture, some people have reservations about it. First, that if the course is intellectually demanding and students intend to proceed to tertiary training in science-based disciplines they would be better off to have high school level training in mathematics and the physical and biological sciences than to spend two years assimilating agriculturally oriented material. The new agricultural science curriculum may well represent a good cultural subject for high school students who do not want to proceed to science-based subjects at the university, but would liberal arts courses provide a better base for future farm type people who want to take their place in local government or farm organizations? This question is based, of course, on the adequacy of the course as a vocational end for the future farmer. If it does not make a farmer of him, why teach it?

At the Agricultural College level change is becoming equally radical now as it has been in secondary schools since 1965. This is partly because of the report of the Wark Committee and the increasing participation of the Commonwealth in matters of education. But it is reflected from past history to a degree in that the agricultural colleges have been administered by State Departments of Agriculture or related statutory bodies that are not as directly integrated in the chain of education administration as are secondary schools, technical colleges or universities. The WarkCommittee's concept of Institutes of Colleges with its dragnet of Commonwealth financial aid could help, but the past history of administrative responsibility may win out and leave the colleges separated, educationally, from the mainstream of events, and less likely to train future farmers and managers.

Agricultural education in New South Wales began with the establishment of Hawkesbury Agricultural College in 1891. It had the simple aim of training young men for farming. Wagga College was established in 1949 with similar objectives and in 1963, after many years of manoeuvre, the one-year certificate course for farmers' sons was established at Yanco. The general historical pattern, though older in Victoria and South Australia, is similar in other States though additional colleges may not have been provided; in Queensland the Gatton College and Longreach Pastoral College are administered by the Department of Education.

Inthe older colleges, and due to the needs and assessments of the authorities concerned, two sequential changes have taken place since the war. First is a change in objectives from the training of future farmers to the training of careers diplomates for government employ in extension or for commerce in the fields of marketing and technology. Second, and much more recent, there is a move to upgrade entrance requirements to matriculation standard and for equivalent upgrading of course standards. This latter move seems to be a direct result of the Wark Committee's requirement for Commonwealth financial aid and could further abnegate State responsibility for training future farmers, or at least relegate this training to a lower level. It must be admitted, however, that upgrading of Dairy Technology and Food Technology courses can assist the service industries for agriculture. In the comments quoted earlier from the Martin and Wark Committee Reports it would seem to be accepted that lower and lower educational standards can fulfil the needs of the future farmer. That this is nonsense will be established later, but it becomes clearer even at this point that present education facilities are leaving a widening gap in the training of future farmers at the tertiary or college level. Farquhar gives a figure of 8,000 as the annual replacement needs in farm owners and operators.

In New South Wales, as in other States, the colleges of the Departments of Agriculture or of Education are not the only avenues of post-secondary school training in agriculture. The Departments of Technical Education reach many more farmers and future farmers at Certificate level than the Colleges, perhaps mainly in sheep and wool studies. These are handled full-time in the city and a few country centres and part-time in many more. But the point needs to be made that these manual skills and techniques, though they need to be available for hire by the farmer of today and tomorrow, need not necessarily be acquired by him. For the farmer it will be increasingly important to be well based in scientific principles, in production economics and in the basis of resource allocation that add up to management.

Because of demand and perhaps because of the inability of government colleges to assess needs, an important recent development has been the entry of non-government forces into agricultural college education - Marcus Oldham in Victoria and "Total" in New South Wales. Their stated objectives contrast with Yanco College in the emphasis given there on acquiring farm skills, as:

Yanco : To provide practical training in farm skills, combined with an introduction to the theory of agriculture (aimed mainly at farmers' sons).

Marcus Oldham : To train future owners and managers in farm management, which involves a certain amount of technical agriculture.

"Total" : To impart scientific information and to provide training in the management of pastoral properties and a sound working knowledge of agricultural economics.

In the last two years or so a great increase in public emphasis on the educational needs of future farm owners and farm operators seems to be taking us in a full circle in our outlook about agricultural college education. Marcus Oldham and "Total" are making the most direct contribution in this but their output - probably of the order of 150 a year - is woefully small in relation to need. There is a proposal that a Farm Management College catering for 100 students should be established in Western Australia.

The New South Wales Branch of the A.I.A.S. in 1966 considered the A.C.E.R. report by Farquhar and the current developments in the agricultural colleges of the State. Concern was expressed that the up-grading and change of objectives in Hawkesbury and Wagga Colleges greatly accentuated the inadequacy of facilities provided for the training of farm owners and operators, particularly those who had not successfully completed six years of secondary schooling. There was concern, too, about the existing staffing problems in colleges. Lack of well qualified teachers and particularly of subject specialists was likely to impede the development of agricultural college education and its up-grading to tertiary level conditions.

While the present time is witness to fairly radical changes at the school and college level, changes in the university faculties of agriculture have evolved continuously with the demand for their student output and for the type of agriculture into which we are moving. The decade after the war, particularly, absorbed graduates into research positions so that training in the many specialities associated with agricultural science has been deepened and strengthened. Along with this and as the bachelor degree no longer sufficed for aspiring research workers, postgraduate training increased. More recently postgraduate training has tended to replace in-service training as an increasing awareness developed that it provided a better path to specialization and to a research outlook. The last decade has seen a strengthening of the economic and social scientific components in the agriculture faculties both at the under-graduate and graduate level. It will be seen then that largely because of demand the universities have directed their energies, not to the training of farm owners and operators, but to the research worker. Now the need is felt to strengthen the curriculum so that it will train more effectively and in depth the general practitioner type of agriculturalist - the person who will enter private practice as a management consultant, work in extension with government or commercial firms and, increasingly, in administration. Again the gap for the farm owner-operator will not be narrowed unless he develops the incentive to complete matriculation and enter university. Though the farmer of the future will increasingly be at a disadvantage without a tertiary education it always seems to have been taken for granted that this would be provided in the Colleges.

Apart from the gradually evolving changes in university training in agriculture and the improving quality of that training there is the question of numbers. The universities' faculties of agriculture have been bedevilled by quotas so that the numbers trained are much below estimated needs. In addition the quotas have impeded the development of strong postgraduate schools with sufficient numbers to merit the formation of classes with formal postgraduate lecture courses. Higher degrees are awarded mainly on research accomplishments and this operates against postgraduate work for the general practitioner type.

It is held that the life of a primary degree in a science-based discipline is inversely related to the rate of change in technology. Some people put the life of the degree as low as five years on the grounds that after four years of training and five years of work the degree holder will find he is no better trained in some areas than the then current matriculant. The rush of development of science and the use of new technology is accelerating at such a pace that whole new branches of science and enormous segments of technology have come into being and into use during the lifetime of people who, if not young, do not yet consider themselves to be old. The need then for continuing education, vocationally oriented, becomes more and more pressing for graduate, diplomate, farmer and rural service workers alike. The need seems to define itself more and more in terms of formal course work planned to update knowledge of fundamental scientific processes as much as to convey information about newly developed practices and new channels of information flow.

Even with this background two further points need to be raised before referring to adult education needs in general principle. First, since we are going through a period of rapid change, what will farms be like in the future? And second, what special skills will the farmer then need and how should he attain them?

Short papers by Mauldon and Schapper (cited earlier) refer to these questions. Just as business generally is forming into larger units, and, by take-over and merger becoming more diversified, so it is becoming more essential for farm businesses to take every advantage of scale in their operations and to diversify as a hedge against variable markets. The day of the home maintenance area concept for farm size has disappeared quickly. This might have had some use as far back as a quarter century ago when the major resource bases for farming were still thought to be land and labour. Since then the productivity of land and labour have increased dramatically, and in a sense they have become relatively less important. This is because many of the elements used in production are bought and brought on to the farm, mainly from the chemical and engineering industries - tractors and other machinery, fuel, fertilizers, pesticides and pharmaceuticals. Thus, as the home maintenance concept has disappeared, one may foresee continuous modifications in the form of ownership and control of what is thought of as the family farm.

The family farm will survive for a long while but it will face increasing difficulty in its ability to finance and service assets of the order that will be required for commercial farming; it will need access to other sources of capital and to avoid the erosion of capital through probate within each generation. It will also need to avoid the vulnerability to risks associated with large capital investment in a single business enterprise. As these pressures develop one can foresee a continuing decline in the farm labour force, a decline in the number of farms, a many-fold increase in capital requirements and a need for vastly increased technical and managerial skills for handling the varying multitude of "off-farm" inputs for farm production as well as the remaining labour force.

Capital and management have already become the major resources base for farming and will become increasingly important. It is pointless to look to the past to determine the education needs for the farmer of the future. Knowing how to keep farm records and to prepare simple budgets will not be adequate. Making decisions involving the large assets of the corporate farm will require profound management skills as well as a continuously up-dated knowledge of the scientific principles concerned in rapidly changing technology. That this need not be too far in the future can be gauged by quoting Mauldon: "Already one of the major limitations of syndicate and corporate farming in Australia is the shortage of competent business managers who can administer funds and co-ordinate large scale operations effectively. The shortage has been so acute in Western Australia that managers have been systematically imported from overseas to take up these positions".

Where then do we go with adult education for the farmer? More and more in the last two decades the farmer has needed a tertiary education as a background for managing a business that has become more rapidly complex. He does not have it. Taking the changes in agricultural education as a base, the schools could not provide it, the colleges have moved to training careers diplomates and the universities to training research workers and general practitioners.

The first need might be to fill this gap in background training by some form of bridging courses. It would need formal course work-rather than "schools" or conferences - at a depth to be disciplinary and to have scientific merit. It should provide a background in scientific principles for understanding the rapid technological changes of today and it should deal with resource allocation and production economics as an introduction to the principles of management.

It could be argued that since the Departments of Agriculture are responsible for agricultural extension and have absorbed in their service a high proportion of the college trained diplomates and university trained extension workers they are equipped for this task. But it is worth discussion whether these personnel are qualified to teach in this sense, whether they, too, have been kept sufficiently up-dated in terms of change and new knowledge and whether this sort of teaching could be developed and yet kept dissociated from the normal day to day technical extension work. Certainly it can be demonstrated that farmer education of this type and at this level has not been done in the past, and it should be emphasized that this is a job of teaching, not of agricultural extension. In the same manner that the technical colleges can enrol people of all ages for formal courses to develop manual, technical and commercial skills so formal courses might be developed to teach principals in agricultural technology and management. Schapper argues that the most effective way for State governments to improve their extension services to farmers would probably be to invest in the better education of farmers.

Apart from education of this sort for the current farm owners and operators, incentive should be provided for the future owners and managers to set their sights at tertiary levels of education and this despite the Martin and Wark Committee reports. Marcus Oldham and

"Total" are plugging an important gap here, but it is worth discussing whether this is enough.

The farm labour force of the future will be handling equipment that is more complex and expensive. To the degree that the use of equipment and its servicing will be arranged increasingly on a contract basis rather than through farm ownership, perhaps apprenticeship and in-service training will play a more important role in training the farm labour force. The technical college role could become more important. Certainly future training for the farmer himself will be less dominated by courses in wool classing, tractor maintenance, welding and other trade skills and practices.

An attempt has been made to demonstrate that the people trained in the agricultural disciplines to a tertiary level do not enter farming but into occupations servicing the farm - in government extension services, through the marketing of farm needs, or in the growing class of non-government agricultural and management consultants. Even with this group it has been submitted that the rate of change in technology rapidly makes their training obsolete. Apart from this, changes in the direction of their careers brings to light areas of their training that have been undertaken in insufficient depth or with inadequate specialization. The Veterinary Postgraduate Foundation at Sydney University has been developing up-dated postgraduate courses for practising veterinarians and the A.I.A.S. is seeking to develop similar short formal courses in a range of disciplines for agricultural graduates. No one is certain yet how these should be developed but current evidence is that private practitioners, commercial firms and government departments alike will pay the price in fees for keeping themselves or their employees trained. Here too there seems to be a big field for the adult educationist to consider.

Current and past policies in agricultural education have diverted educational resources away from the farmer himself. Schapper argues that, in extreme terms, this will result in farmers continuing to be educated to their present low level but kept in a high state of economic efficiency by a large army of professional technical and management advisers. He argues that a more efficient educational policy would ensure that well educated and managerially trained farmers could be maintained in high economic efficiency by a small cadre of professional advisers. To attain this end would require a massive adult education programme to up-grade the training of the current generation of farmers. In addition education resources would need to be diverted from the training of technologists to the appropriate level and type of education for the large though diminishing body of future farmers.

The survey conducted among the participants at the Orange Conference last year breathed the note that the information presented was not unexpected and perhaps it should be followed up by further discussions. With it all was the implication that no change could be expected to take place. As one of the not so young it is sad to reflect that the arrogance of age has always tended to dampen the ambition of the young. To-day's youth are revolting against the lack of effective leadership provided by their seniors. Despite this the accumulated experience of age remains an important factor in management, in human relations, in art and in technology - even in adult education - and it cannot be entirely abdicated through laziness or ineptitude to the youth who lack it. Whether the next steps should be taken by the senior adult educators or the senior farmers is debatable but clearly the first thing is for the senior farmer to acknowledge the need for his own continuing formal education in management, in human relations and in technology. He will need this if he hopes to stay in business and maintain his competitive position in selling his products to other countries. He will need it to appreciate the motives of the younger people who will need and deserve very much better training in the future. As an Australian financial newspaper put it recently, the older generation is all too fond of lecturing youth on the dangers of irresponsibility but is itself responsible for many of the problems youth rebels about today.

Paper No. 5.

"INTERNATIONAL CO-OPERATION THROUGH ADULT EDUCATION"

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ADULT EDUCATION FOR A CHANGING WORLD AND INTERNATIONAL COOPERATION.

by

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I. Setting of the Problem

1. Our present world is changing at an accelerated pace. There is no society which is not going through a continuous process of change. Change is not a new phenomenon. What is new is our perception of the process of change. History teaches us that mankind has always been changing. Each generation brings along some changes and therefore is always somewhat different from the previous one. No tradition, no custom - the repetition of the past within the present - in any society is older than its eldest living man. Even groups commonly called primitive are subject to change. The Australian anthropologist, Ronald M. Berndt, has proved that the Aborigines of Australia, far from being representatives of the Stone Age, have a social life which is the result of a long evolution and that they are men of our twentieth century; however, for centuries, the evolution of these Aborigines has followed a path different from that of other societies. Change would be the expression of a kind of internal dynamism which would urge a society at varying degrees. In most cases, change results from the combination of the internal dynamism animating a given social group and the external influences which act as stimuli for change. Contacts

factors. Literacy has been defined as "the essential knowledge which enable a person to engage in all those activities in which literacy is required for effective functioning in his group and community, and whose attainments in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and the community's development".(1) A few weeks ago I was visiting a riparian country of the Mekong river. Bi-lateral aid agricultural extension specialists at an Experiment Farm told us that, although local farmers had attained a rather high level of literacy (equivalent to the third elementary grade), it was impossible to make any use of the printed work for extension purposes. The farmers would simply not read the printed instructions. All extension work had to be conducted orally. The specialists complained that, having to rely upon their memory, farmers were able to remember, at one end and the same time, only three simple farm operations, not four. The literacy definition refers to persons who have the possibility of using the skills of reading and writing. The farmers we referred to were capable of reading, but they behaved as if they were illiterates, maybe because the rural society to which they belong is still basically pre-literate. In another Asian country, villagers - men and women - the majority of whom had completed their fourth or even fifth elementary grade, had, with few exceptions, relapsed into illiteracy, also, because their society was again a pre-literate one, its customary functioning still based on oral communications. Literacy, in my personal view, is more than enabling a person to make use of the literacy skills; literacy implies the actual use of them in recurrent daily situations.

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(1) Definition by the International Committee of Experts on Literacy - meeting in Paris, 1962.

with neighbouring groups, borrowing of ideas, knowledge, skills and patterns of behaviour have been the usual channel of the process of change. In other words, in most societies, change is the product of communication. We should add that change is by no means always upwards, synonymous of progress. Change may also result, under certain circumstances, in deterioration of a given society, or even its destruction.

2. Now, if change may be considered as a rule of life valid for any society - advanced or backward - the fact should be stressed that not all societies are registering changes at the same pace. Some societies witness rapid changes, others move rather slowly. Highly industrialized societies change more rapidly than societies still in the pre-industrial stages of economic development. A change in income per head of a given population may be considered as an indicator to ascertain and measure changes in the whole social system, although, as stated by Gunnar Myrdal, in "Asian Drama", this indicator is only a crude way of estimation. Official statistical figures relating to this indicator for the ECAFE region, which includes the developing countries of Asia as well as highly developed countries such as Japan, Australia and New Zealand, may give an idea of the magnitude of differences between countries. According to a United Nations publication: "Economic Survey of Asia and the Far East, 1965", the annual rate of increase in per capita income during 1950 - 60 was 2.1 per cent. In comparison, per capita income of the developed market economies increased by 2.7 per cent per annum in 1950 - 1961. The gap between the per capita income of the developing ECAFE region and that of the developed market economies has, therefore, continued widening. These percentages are a suitable statistical tool for the purpose of comparing average rates of growth but they do not tell the whole truth. For instance, for the period 1950/51 - 1964/65

Australia shows an average annual rate of growth of per capita income of 1.8 as compared to 2.2 and 2.9 respectively for the Philippines and Thailand. But the rate growth refers to 1,533 US dollars for Australia(1) versus 134 US dollars for the Philippines and 164 US dollars for Thailand. In fact, the 1960 per capita income of the Far East was only 6 per cent of that in "all developed market economies". At the growth rate of 1.8 per cent per annum, as achieved in 1955 - 1960, the per capita income of the Far East would, algebraically, take 158 years to reach the present level of the developed market economies. Economists explain the uneven pace of change between industrialized societies and pre-industrialized societies, namely the slow rate of growth of the latter, by a number of political and economic factors including an insufficient attention to the quality of human resources. It has become obvious that major obstacles to economic development lie in insufficient and inappropriate skills and, in many cases, low standards of education, health and nutrition.

3. Nehru once said of India: "Our country at the present moment is a very mixed country. Almost every century is represented in India: from the Stone Age in which some tribals live, you may say, to the middle of the twentieth century. We have atomic energy and we use also cow dung." (2)

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(1) Per capita income, 1963.

(2) R.K. Karanjia, The Mind of Mr. Nehru: Allen J. Unwin Ltd. London, 1960, p.38.

One could make similar statements about many countries in the world. Within the boundaries of a single country there are sharp contrasts, the sharpest being usually between urban and rural areas. To the occasional visitor coming from a city the life in a village seems rooted to the routine of the agricultural cycle and to the keeping of centuries - old traditions and customs. This impression certainly results from the lag between the pace of change in the rural milieu and that of the urban milieu. In fact, close observation would show that the village, as well as the city, is a place where changes are taking place. But these transformations are not always perceivable at first sight because of the absence of a bench mark to measure these changes. Changes at the village level may be the result of the initiative of the people themselves. These changes are called spontaneous changes. Or they may result from planned action undertaken by external agents of change - an agricultural extension worker, a cooperative agent, a health education scheme, a polyvalent agent of community development or an adult educator. These changes are called induced or directed changes. In all the projects in rural settings, aiming at inducing changes through adult education in which I have been involved, one of my first steps, after arriving in a community, was to record, for methodological purposes, spontaneous changes that had occurred during the last twenty years. This is not a difficult task. Village elders like to remember what life was like in their youth. One memento evokes others and very soon the investigator may harvest a wealth of facts. Such a survey is a useful exercise for an agent concerned with change; it is also useful for the villagers since it creates an awareness that life in their community, far from being static, is a succession of changes often beneficial and enables them to envisage the eventuality of further additional changes. Referring to my own experience, it should be pointed out that all sectors of rural life do not evolve at the same pace. Some sectors register rapid changes, others are much slower to evolve. In Vietnam, to give an example, agriculture seemed to be a sector particularly receptive to technical improvements. It was in 1930 that the villagers first tried out - experimented with would be a more accurate term - some chemical fertilizers in their paddy fields. They also innovated in the use of agricultural implements and tools as far as threshing is concerned, switching from the thresher with rollers - a traditional implement borrowed from China - to the threshing sledge - also borrowed from China - that is used right in the rice-fields, thus avoiding the loss of grains during transportation. Another initiative of the Vietnamese villagers in the area of our project was the replacement of the traditional plough (cay to) by a type of plough lighter and better adapted to the hard-clay soil of the paddy fields. Other sectors of life, such as health, had registered only a few changes. Hygiene was not known and the traditional beliefs regarding diseases still constituted a strong barrier which the notions and practices of scientific medicine were rather slow in overcoming.

4. Changes do not occur in a similar way and for similar reasons in all societies. Any change is affected by the values, institutions, by the total social setting. There is change only to the extent that there is compatibility between the values of the people induced to change and the attributes of an innovation. Values are the expression of culture. Culture is a basic component of the personality of the individual that he shares with his group. Culture may be defined as the particular ways of being and acting of a given social group. Traditional culture, because it is past-oriented, constitutes in general a factor of resistance to change. Change - new patterns of thinking or doing, new knowledge, new skills - will be accepted only in so far as it fits in with the pre-existing values of the group. An individual will not

accept a particular technique or new implement because it results in greater productivity or larger financial gains or because it saves considerable time - these are values of an industrialized society - but because it increases his prestige or improves his social status, the place he holds in the opinion of his peers - these being values current in his group. Stimulations for change that work in a given culture may remain without effect in another culture. The economic profit stimulus and the monetary motivation which play a determining role in industrialized societies do not necessarily have the same power in all cultures. This may explain the mistake sometimes made by programmes of directed change which propose to a given society the imitation of the ways of life of other people, particularly of the way of life of western nations considered "as the final and universally valid end for the general evolution of mankind". Each culture, and consequently each society, changes in accordance with finalities of its own, following a direction and ways of its own.

II. Adult Education as a factor of change

5. To-day most countries of what a French sociologist has called the Third World are engaged in a conscious attempt to change their society in order to narrow down as quickly as possible the gap that separates them from the industrialized countries. Development programmes are formulated to seek change and to introduce new knowledge, new skills and practices among people. Development has become, to quote Frederick Harbison, the slogan of the world-wide revolution of rising expectations. Development means change requiring rapid innovation. Thanks to scientific progress, the necessary knowledge and technology are at present available. As for rural development, specialists and technicians know how to increase agricultural production, organize a system for distribution of agricultural products, fight

against some common diseases, promote hygiene, incure a balanced diet, improve living conditions in the home. However in order that these scientific knowledge and techniques be effective, it is necessary that the agents in charge of the implementation of these development programmes, at the village level, are able to communicate them in a certain manner to the people concerned. Unfortunately results achieved so far, in many parts of the Third World, have fallen short of hopes and expectations. According to a United Nations report, (1) "a major obstacle to development efforts and planning has been the failure to involve the population at large in a nation-wide process of change and development". There is a mounting awareness that change involves more than transferring new technical and material improvements, but it is a cultural, social and psychological process as well. The crucial importance of these human factors is now recognized. Realizing that ideas are put to work by people, that know-how is to be actually used by people, many countries have organized adult education programmes as an attempt to induce people to accept change, to equip them for meeting modern challenges.

6. Let us consider adult education, its various types, its functions and role in developing nations, particularly in Asia. Adult education in the modern sense has been a relatively late comer to Asia. It started first, in some countries such as India and the Philippines, as a patriotic endeavour to uplift the masses largely deprived of formal schooling. Its objectives were political and its function was chiefly remedial. Achieving

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(1) United Nations - "1965 report on the World Social Situation" New York, 1966 p. VII.

literacy was the main concern. These pioneering efforts were due to voluntary organizations. With independence, adult education became a regular feature of the education system in most Asian countries. But, as such, it has remained until to-day as a rather marginal institution within the framework of Ministries of Education. At the outset, Adult Education Departments, Divisions or Bureaux had been preoccupied with literacy almost to the exclusion of other forms of education. Subsequently, Adult Education - to meet the just claim that school education should be available to all - has become an activity to remedy the lack of formal education. Basic adult education programmes operate as a substitute for elementary schooling, offering sometimes a condensed curriculum in a reduced number of years. Also remedial in nature, adult education at the secondary level presents little or no variation from general secondary education. More recently, a few Asian Universities offer non-credit courses through Extra-Mural Departments and we should mention the extraordinary development and considerable success of the Department of Extra-Mural studies of the University of Hong Kong which was in 1966-67 offering 283 courses with an enrolment of 6,639 students. Asian Extra-Mural Departments patterned on the extra-mural work carried out in the United Kingdom aim at providing further education for those who are already highly educated, the kind of general and professional knowledge which one associates with Universities. For a long time, in most of the Asian countries, adult education had little to do with vocational training. Today we find more and more vocational courses for adults, sometimes without formal schooling prerequisites. One may notice a trend to go beyond the narrow notion of learning a trade. Vocational training and cultural development of the personality are nowadays seen as an inseparable unity moving towards the fulfilment of the individual vocation. India, with the assistance of Unesco, has launched an interesting experiment through the establishment of Polyvalent Centres in New Delhi and Bombay where adult vocational education aims at developing various aspects and interests of the individual in a unified way and makes them converge. The Adult Education Programmes we have mentioned are specifically urban biased; they have proved without doubt useful and efficient in assisting the individual to adapt himself to the rapidly changing conditions of industrialized urban centres or centres in the process of industrialization. Stimuli for the acquisition of new knowledge and new skills are many and varied, causing the adult classes at all levels, from the literacy classes to the Extra-Mural Department courses, to be overcrowded. We could define these adult educational activities as an adaptation of man to a changing environment. According to Siva C. Dutta, Secretary of the Indian Adult Education Association, "urban adult education programmes must (i) help a citizen to make adjustments within his environment; (ii) help him to solve the problems of his environment, (iii) impart skills to increase his productive capacity and (iv) impart knowledge to enable him to be a better citizen, better family member, a better member of his community and a better productive member of the society".

7. In the Asian rural areas - the biggest reservoir of illiteracy in the world - adult education programmes sponsored by Ministries of Education are mostly of the remedial type. Their aim is to make the people literate and to provide them with some rudiments of fundamental knowledge. Adult educators in villages - usually the local school teacher - use the same teaching methods and techniques as with school children. Experience seems to show that in a rural environment the results achieved by these educational programmes for adults are not what the organizers had expected from them. Quite a few countries in Asia as well as in Latin America and Africa have spent a lot of money on literacy campaigns and adult education programmes that have reaped rather illusory results in such rural areas. The

urban biased programmes don't work because there is a fundamental difference between the role of adult education in an urban environment and its role in a rural environment. While in an urban environment, adult education aims to help the individual to discover the most satisfactory adaptations to a changing environment, the role of rural adult education is the reverse - to "dis-adapt" the individual from his traditional outlook, to introduce in his customary ways of action and thought new elements unknown to his group, sometimes in contradiction with what the local people have known, believed and thought for generations. That kind of change is not internally imposed by society, it is exerted upon society from outside. In an urban environment, to the knowledge and skills an individual already possesses adult education adds other useful knowledge and techniques for a better adjustment of the individual. In rural and traditional surroundings, the problem is not merely one of adding new knowledge to traditional knowledge, but also to substitute existing knowledge by concepts and techniques that are not part of the local culture. More change-conscious and development-oriented than the regular remedial educational programmes conducted in the adult classes in villages have been the activities of institutions linked with rural development such as Community Development, Health Education, Cooperative Member Education and, more particularly, Agricultural Extension. The latter, to cite one example, aims at diffusing practical information in specialized but limited fields such as agriculture, animal husbandry and home economics. Adult education in this case is only the means used to accomplish this. These institutions do not usually consider general adult education.

8. Adult education, as a factor of rural development in traditional societies, appears as an attempt to reconvert ways of thinking and doing in any field where changes are, if not

necessary, at least desirable. We would say it is a process which aims at influencing what an individual believes, knows, thinks and does, within the framework of his social group, in order to bring about, in a well defined direction, a durable change in his ways of action and thought. The direction of his change is determined by the requirements of the social well-being of the individual and his social group as well as by the imperatives of economic development. One of the very first purposes of adult education is to communicate new knowledge about facts. It seems relatively easy to present new knowledge to an audience of villagers. Many techniques are at our disposal. All it takes is to explain, either through face-to-face communication or by means of impersonal media such as a movie or a radio broadcast, what it is about. But communication, even teaching, does not necessarily result in education. One day, in Vietnam, I had a rather puzzling experience. We were conducting an educational project on the need for purifying drinking water. Water in the village used for drinking was, as found by the Pasteur Institute, highly polluted. Water borne diseases were common, causing a rather high mortality rate among children. The village head-man knew, because he had learned it during his school years - he was fairly educated - that water could be polluted; that polluted water could carry dangerous germs and that germs could cause severe diseases. The head-man knew all that, was capable of repeating, after almost thirty-five years, the lesson learned at school, but he didn't believe it! The relationship "germs-disease" is still ignored by his traditional culture, which for explaining diseases has its own knowledge. The head-man believed that water is good for drinking when it tastes like sugar. The school knowledge, although useful, had never been assimilated. It had never become part of his system of knowledge. While I was participating in the training of the future trainers of the Army of Knowledge in Iran, the trainees - former sergeantteachers of this Army who had successfully completed their fourteen months' service as educators in villages - conducted a survey among adults in several communities about knowledge acquired during school years and actual behaviour. The topic to be investigated - intentionally selected - was drinking water. The results of the research confirmed our Vietnamese experience. The knowledge about pure and polluted water and ways of purifying it varied according to the length of schooling. But the behaviour of the people with respect to drinking water was exactly the same for a person who had completed his six years' elementary schooling as for the illiterate. In Iran, water is fit to drink when it is flowing and when it tastes sweet. The idea of pollution, the relationship "germs-diseases", the notion of pure water, are facts. For us, the educators, these facts are important and useful since their knowledge may help in stopping the spread of dangerous diseases. Furthermore, for us, the educators, these facts are true, because substantiated by modern science. In other words we are attributing a set of values - importance, usefulness, truth - to these facts. For members of a traditional society, these facts, even adequately communicated, remain indifferent, neutral, valueless and this may be, perhaps, the reason why knowledge about these facts is not translated into actual behaviour. Their behaviour remains conditioned by what they themselves consider important, useful, true, that is by their own value system. New facts - knowledge - should not be introduced as indifferent facts, but always accompanied by a set of values compatible with the needs, values, beliefs of the audience and consistent with the outlays or rewards attached to adoption. The same may be said about the communication of techniques, which is also an important objective of adult education. On first acquaintance, technological notions seem from an ethical standpoint indifferent, specific and limited. In fact, techniques - for instance how to utilize chemical fertilizers, when and how much - are discrete skills in which certain ideas and activities are integrated. Hence the communication of a new technique always involves the communication of some new knowledge or idea, together with skills of application. Often, the acceptance of a new technical idea or complex may imply important changes in the ideology of those who adopt it. Although techniques are ethically and, thus, motivationally indifferent, any successful transfer presumes the intervention of motivating factors, such as social values. An adult educator should always keep in mind that ideas and techniques are cultural facts and that their communication involves processes of cultural transfer, integration and change.

III. Adult Education and the Social Sciences

9. The efficiency of adult education as a factor of change is dependent upon an appropriate knowledge of how change occurs. Adult educators will be successful provided they understand the process whereby people accept change. If the methods and techniques used by them are not based on an accurate knowledge of how change actually comes about, they will be ineffective regardless of how well intentioned their effort may be or how important the aims of their programme may be. For a long time adult educators had to rely upon more or less successful recipes or formulas advocated by individual educators. Pragmatism was the rule; that was good that gave good results; that was bad that gave no results. During the last two decades, adult education, as a factor of change, has unquestionably achieved remarkable progress thanks to contributions from social sciences and in particular the behavioural sciences. Social scientists have supplied educators with a body of scientific data about human and social behaviour. Social psychology has contributed to clarify several important factors which condition the learning process, such as attitudes, motivations, social perception, leadership and the mechanisms of communication. Sociology has provided concepts

enabling a better understanding of social structures, such as status and role, type of social organization and community leadership. Sociology has also been concerned with the effectiveness of the various channels of communication. It has shown the importance of traditional channels - for example the market place, fairs and traditional forums of all kinds - which, according to a United Nations report, "tend to be ignored or indifferently used; their potential contribution to the process of modernization merits more systematic study". Anthropology has been concerned primarily with the functions of culture, the role of values and intergroup relations (acculturation) in the process of acceptance and integration of change. Thanks to these manifold contributions from the social sciences, adult education, which was rightly conceived as an empirical field, tends to become a well established discipline.

10. More recently, in the last ten years, rather important research work conducted mainly in the United States and in Australia, has resulted in improved understanding of the process of change and has provided additional substantive findings with action implications for adult education. (1) Much of this research has been concentrated on the individual adoption behaviour among farmers. Specifically, researchers have directed their studies on how new agricultural ideas and practices developed at experiment stations become adopted by farmers. These research findings are related to two discrete processes of change, one called adoption and the other, diffusion. The adoption process is a psychological process through which the individual

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(1) For some of the studies pertinent to this topic see Herbert F. Lionberger, "Adoption of New Ideas and Practices". (Iowa State University Press, 1960); Everett M. Rogers, "Diffusion of Innovations (New York; The Free Press of Glencoe, 1962) and F.E. Emery and O.A. Oeser, "Information, Decision and Action (Melbourne University Press, 1958).

passes from first learning about an innovation to its final adoption. A commonly used model for describing and researching the individual adoption process provides for five stages: awareness, interest, evaluation, trial and adoption. It is at present recognized that change is the result not of a unit act that occurs suddenly - say after a talk, a discussion, a movie show, a demonstration - but the result of a process. The process by stages has many implications for the adult educators. It is obvious that each stage requires an appropriate educational treatment. It is at present possible to formulate working generalizations about the use of educational methods and techniques and the role of the educator at the different stages of the adoption process. We know, for instance, that mass media (i.e. radio, books, television) may play an important part as means of making people aware of new ideas or practices and in providing additional information at the interest stage. However they are rather ineffective at the evaluation and trial stage. The adoption process also confirms that induced change, through adult education, is not the result of the classical interindividual relationship between educator and learner. Other influences have to be taken into account. In other words, an educational action meant solely for the individual as individual - as in a class-room situation - would not be enough. Therefore, it is necessary to look for an educational approach which considers not the individual as an isolated person, but the individual "in group situation", to use an expression of Professor O. Klineberg. The interindividual relation "educator" - learner" is duplicated at a given stage by a set of interindividual relations "learner-learner". According to this approach, the educator becomes a kind of catalyzer who, with the help of appropriate educational techniques, provokes a series of psychological reactions among the prospective adopters.

11. The process of diffusion refers to the spread of new ideas, new practices - of what we shall call innovations among the members of a given social group. According to Professor Elihu Katz, from the University of Chicago, diffusion may be defined as the spread of a given innovation over time, by units of adoption - individuals or groups - who are linked in a social structure with channels of communication and a system of values or culture. While the adoption process is mainly a mental process, the diffusion process is a sociological process. The cumulative way in which individuals adopt innovations in a given community can be presented by a curve. Social scientists have elaborated an ideal adoption curve which may be used by educators as a valuable instrument of analysis for measuring change. The main features of the adoption curve, representing in abscissa the time of adoption and in ordinate the per cent adoption, are a very slow start (the innovators) followed by adoption at an increasing rate and finally, after most people have adopted, by acceptance at a declining rate. Knowledge of the pattern and speed of adoption may provide reliable guidelines for educational programmes for change. It provides, for instance, a basis for understanding why first changes are so hard to get and why accelerated rates often occur with so little effort. But it shows also the need of a selective and intensive educational approach directed to the individuals who act as innovators.

IV. Adult Literacy

12. Literacy, from certain point of view, is also an innovation and as such subject to the same analysis and treatment as other innovations. Literacy is always an innovation for an illiterate person, although not always for the society in which he lives. Literacy may be considered as an innovation in a given society, if literate individuals constitute only a small minority and the vast majority of the adult population is still illiterate.

One may call such societies pre-literate societies, where all communications are customarily conveyed on an oral basis and where reading and writing are practically not used. In such societies - usually rural communities which have lived for centuries a marginal existence - literacy is often perceived by the illiterate adult in an indifferent, even antagonistic way. During a mass literacy campaign in Iran, in villages of the Ghazvin Plain, where the illiteracy rate was above 80%, the illiterate farmers often said: "The Government want us to learn to read, let them pay us!"(1) In fact, village life in those Plains, at the time of the campaign, did not entail the need for reading and writing. Attitudes towards literacy differ in societies where the majority of the people are literates. In the village of Khanh Hau, in Vietnam, where we conducted, in 1958, an opinion study on literacy and where the literacy rate was almost 70%, the few remaining illiterate males were ashamed of still being illiterate. Some of them didn't dare to participate in community activities such as festivals since they were afraid to be laughed at for their ignorance. In this Vietnamese village, illiterates behaved as a kind of socially handicapped group. In urban environments, where most communications are relayed through the printed word, illiteracy tends to become anachronistic. If given the opportunity, the urban illiterates will overcrowd the literacy classes. In the towns of the Ghazvin Plains, more than 70% of the adult students enrolled completed successfully their literacy classes versus 10% in the villages. Thus literacy may be perceived by the illiterates in various ways according to varying situational

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(1) B. Sternberg - Traditional Society and Development in the Ghazvin Plain Villages - University of Tehran, Institute of Social Study and Research, 1966, p.2.

The problem of illiteracy in the world is both colossal in magnitude and, as we have indicated, baffling in complexity. The statistics supplied to Unesco by its Member States point fairly clearly to two essential facts. First, the world contains an enormous number of adult illiterates, about 700 million in the middle of the present century. Second, there is an increase in the absolute number of adult illiterates. It is estimated that for Unesco's Member States alone, there were some 35 million more illiterates in 1962 than in 1950. There are in Asia alone about 243 million illiterate adults in the active age-group of 15 to 44, and this figure means that in Asia five adults out of ten are illiterate. Absence of educational opportunities in the past, their uneven distribution (between urban and rural areas, between boys and girls) explain these very high rates of illiteracy. One may conclude that the number of children without any schooling and the rather impressive numbers of drop-outs are substantially contributing to the bulk of illiteracy. Taking the large number of semi-literates - the people who don't make any practical use of literacy and those who have relapsed into illiteracy - one may say that our world is "a world of a thousand million illiterates".

13. What is the meaning of illiteracy in our present world? First the fact of not being able to read and write cuts the individual from the modern sources of information: the printed word, indispensable channel for socio-economic innovations and change, is the product of communications. But illiteracy is more than a form of mental isolation. It is a state of mind. Illiteracy is a way of thinking and doing whose perhaps most characteristic trait has been labelled the "a-technicity", which means the absence of proper understanding of the most basic natural, physical, mechanical and electric phenomena underlying the technical progress. Another trait, also fundamental,

is the lack of precision in both the notions of time and space and one should not forget that the concept of productivity is based on the rational use of these notions of time and space. In other words, in our twentieth century, an illiterate adult is really a socially handicapped person. There are significant correlations between illiteracy and some social and economic factors. According to a recent study conducted at the Ohio University,(1) from the social side there seems to be a significant correlation between illiteracy and the crude birth rate, between illiteracy and infant mortality rates. Indeed, illiteracy, especially on the part of the mother, is at least as important as a health factor affecting continuance of infant life. From the economic side, there is a significant correlation between illiteracy and gross national product. Illiteracy is to be found in exactly the same areas as underdevelopment and forms an integral part of underdevelopment. The scope of the problem, its magnitude and its severe cultural, social and economic implications, explain why Unesco is giving top priority to the eradication of what it has called a profound injustice, a scandal to the conscience and a permanent danger for peace. The eradication of illiteracy is acknowledged to be a problem and a duty that concern mankind as a whole.

14. The fight against mass illiteracy has gone on in many countries at a varying tempo but, on the whole, it has been a losing battle. Positive and lasting results have been outnumbered by partial or momentary successes, half-successes and failures. Beside the lack of interest and motivation among the

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(1) Pan Sothi - "Trends in World Illiteracy since 1900 and its relation to certain educational, social and economic factors" - Ohio University, 1966.

illiterates themselves, many other reasons may substantiate the fact that mass approaches, attempting to teach as many illiterates as possible, have fallen short of expectations : disproportion between ends and means, failure of continuity in the efforts made, absence of national policies, lack of properly constituted organization and machinery, the fringe position in national planning assigned to adult literacy programmes ... The major cause of failure may be attributed to the fact that "the complex nature of illiteracy was not understood properly and its cultivation as an end in itself, divorced from the economic, the social and the psychological context led to unhappy results".(1)

15. On the 8th of September 1965, Unesco convened at Teheran, at the gracious invitation of the Shah of Iran, the World Conference of Ministers of Education on the Eradication of Illiteracy. This Conference unanimously recognized that every citizen had a right to education, that education and culture were indispensable to the dignity of man and that the attainment of literacy by millions of illiterate adults was of crucial importance for the full economic and social development of a large fraction of mankind. The Conference also advocated a major shift in the strategy and techniques of achieving literacy targets. The delegates declared themselves unmistakingly in favour of what has been called functional literacy. The basic idea is to link literacy with development, so that it becomes a form of functional education, with strong motivations and with quick returns in economic and social development. The approach is the "selective and intensive approach", aiming at providing first for

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(1) R.K. Kapur, in his address to the Asian Seminar on Planning Adult Literacy, Simla, June 1966.

the instruction of individuals who immediately require literacy, that is for people engaged in particularly productive forms of work, such as industrialization or rural development programmes. As stated by a Unesco document, "experience has shown that literacy is more quickly assimilated when it is tied in with vocational training for there is then constant mutual reference from word to tool and from tool to word, which helps memorization, while, at the same time, the element of abstraction involved in any technique facilitates the necessary effort of abstract thinking".(1) Before putting this new strategy regarding the eradication of illiteracy into a world campaign, it was decided to test it in an experimental literacy programme which has been already started, at the request of the Governments concerned, in Iran, Mali, Algeria, Tanzania, Ecuador, Venezuela, Guinea and Ethiopia. The countries benefit from Unesco technical assistance and financial aid from the United Nations Development Programme. No less than 48 states, in all parts of the world, have indicated their intention of taking part in this programme and of devoting important sums to the launching of work-oriented functional literacy projects.

V. Problems and Needs confronting Adult Education

16. The master idea behind the Teheran World Conference of Ministers of Education was that of integration: integration between adult literacy and the general plan of educational development; integration between formal education and continuing education; integration between adult education and development plans and finally integration between the demands for primary and for adult education between which a false division had been

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(1) Unesco - "Literacy as a factor in development", Paris 1965.

posed for a long time. These may be considered as the general policies that should be governing adult education programmes. Unesco actively assists and encourages these policies of integration. But many problems have to be solved before these policies regarding integration could be implemented. Let us briefly review a few of them, at least some of the common problems confronting adult education in the Asian region. In reality, adult education, in spite of a growing realization among all Asian countries of its crucial importance, is still too often restricted to a marginal position in regard to the education system. This marginality results from many factors: the rather late introduction of adult education in Asia and also because, from the start of the education system, the urge for education for the young has been the prime concern of Governments. But, at present, one of the most important contributing factors to marginality seems to be the lack of adequate institutional structures and shortage of highly qualified professionals. In too many countries, Adult Education is taken care of, within the Ministries of Education, by an understaffed Department or Division, with insufficient means and scarce resources. Budgets for adult education rarely amount to one per cent of the total budget of education. Most leading personnel lack professional training in adult education, although, in some instances, one must admit that adult education programmes are carried on with skill and imagination.

17. What does all this mean in practice? To begin with, it means that there is an urgent need for integrated educational planning. Educational planning should make provisions not only for the schooling of the younger generations but for adult literacy, technical and vocational education of workers and farmers, women's education, civic education and home economics, in other words for the continuing or life-long education of adults. Soc-

Second, appropriate administrative structures for adult education, both at the central government level and state or provincial level, need to be established. Supporting services have to be promoted, e.g. units for production of reading materials, departments of audio-visual aids, radio and television programmes. Third, adult education should be placed upon a professional basis. There is a pressing need to establish in Asian Universities graduate courses in adult education leading to a University degree. The graduates of such courses could staff as administrators, planners, technicians and trainers, Adult Education Departments and other Ministerial Departments concerned with adult education and training institutions. Fourth, adult education which up to the present has been a field - i.e. educational activities in which adults engage - should also evolve as a discipline, i.e. a body of scientific knowledge based on studies and researches. This need is closely related to the establishment of university courses in adult education; furthermore, advancement in the field of adult education will depend much upon the development of adult education as a discipline. Finally, in spite of the genuine progress made since the Teheran World Congress, there is a great need - the most urgent need considering the magnitude and scope of the problem - to give an increased impetus, a more vigorous impulse to the national endeavours in their promotion of literacy. Greater efforts are to be made in order to build literacy work into development activities. It is not enough to concentrate literacy work in geographical areas where development projects are being implemented. Literacy, to be functional, must become a component of the projects themselves, closely incorporated within the development activities. Literacy programmes have to be planned in terms of the various needs, of the different stages of a given project whether industrialization, irrigation of new lands or introductions of new agricultural techniques. In other words, there is need of new technical expertise, new competencies, new skills, a new know-how, more resources, more means - there is a need of international exchange and cooperation to help States to overcome their limitations and to progress further.

VI. International Cooperation

18. The distinguished Chairman of the Australian Association of Adult Education, my former co-worker and excellent friend since the good old days in Saigon, Mr. A.J.A. Nelson kindly invited me to give some thought to international cooperation through adult education. Up until now I have, in my paper, given you a broad picture of adult education, its changing role and functions mainly in the Asian region, your huge neighbour continent. I have also referred to problems and complexities that adult education is confronted with in Asian countries and indicated some of its most pressing needs, the most crucial of all being the struggle against illiteracy. First of all I should mention that, for Unesco, the development of education and, most particularly, adult education and literacy in a given country is primarily a national matter and the role of Unesco is to encourage each of its Member States to mobilize all its available resources and means of action at national level. Adult education, including adult literacy work, is one of the factors in a nation's development and should be included as such in national development policies and plans. This is unquestionably a national concern. Referring to the struggle against illiteracy in which his country is so deeply and energetically involved, the Shah of Iran declared (1) "the first necessity is that the countries afflicted by this evil should devote part of their revenue to fighting it, on the basis of realistic plans and by using the most expeditious methods. However, national action, without which nothing can be

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(1) Inaugural address at the Teheran World Congress, 8 September 1965.

done, could well prove fruitless unless there is a concerted effort throughout the world ... Regardless of the scope and the great scale of our national effort, we must not forget the vital truth that literacy, exactly like development, is an international problem which concerns us all". The struggle for education is not only an international problem, it is also an international obligation. This obligation is implied in the founding Charter of the United Nations and is written into the constitution of Unesco which affirms: the States "do hereby create the United Nations Educational, Scientific and Cultural Organization for the purpose of advancing through educational, and scientific and cultural relations of the peoples of the world, the objectives of international peace and of the common welfare of mankind".

19. The field of literacy is undoubtedly the facet of adult education which has attracted the widest international cooperation, since it has now become obvious that the eradication of illiteracy as an obstacle to development is in the interests not only of the countries where the evil exists, but of those which have freed themselves from it. The launching of the World Programme represents one of the major responsibilities of the international community, and very particularly of Unesco. As the agency responsible for a certain number of work-oriented functional literacy projects, Unesco's task is, on the one hand, to give the benefit of all available international experience to these original attempts in functional literacy and, on the other, at a later stage, to place at the disposal of the international community all the experience drawn from such experiments. International aid, through Unesco, plays the role of a useful stimulus, encouraging action at the national, regional and international levels, informing and enlightening public opinion, in order to mobilize as much as possible human and financial resources for

literacy programmes. As far as multilateral assistance is concerned, the United Nations Development Programme now regards functional literacy as a preparatory investment and its Governing Council has granted credits totalling more than seven and a half million dollars. Alongside the remarkable increase in international efforts in favour of literacy, a number of countries such as Iran, Mali, Morocco and Tunisia made voluntary contributions to Unesco, drawn from their military budgets, for financing complementary activities within the World Programme. These gifts have been paid into the Special account opened by Unesco for donations towards the eradication of illiteracy.

20. There has also been, since the Teheran Congress, a heightening of both regional and bi-lateral co-operation. On the regional level, initiatives have been taken by Governments of countries where illiteracy is still a major problem regarding building up of direct cooperation between these countries. For instance, several African countries have held seminars to study the problems arising out of the transcription of national languages used in literacy work; choice of vocabularies, preparation of grammars, editing of reading texts. The similarity of purposes and the variety of solutions adopted make it highly desirable that this cooperation between countries confronting illiteracy should be further intensified. It is also highly gratifying to find the priority accorded to literacy by developed countries in their bilateral aid programmes. Thus Canada has granted several developing countries increased help in the form of experts, books and transport. Under bi-lateral aid agreements the United Kingdom has sent out since 1965 over 5,000 teachers and 4,500 volunteers; many of them are working full-time or part-time in adult literacy programmes or in related activities. As a result of an appeal for funds broadcast by the Radio Suisse-Romande, Switzerland, was able to supply 600 radio receiving sets for literacy projects in Mali and Sengal. Iran has offered to print one million books for

literacy projects in Asia. The Netherlands are placing mobile printing units at the disposal of countries for literacy purposes; the first two recipients are Indonesia and Iran. Sweden has, during the 1965-1967 period, sent 112,000 tons of paper to Afghanistan, Burma, India, Nepal and Pakistan to help production of school text-books and of reading material for new literates. Czechoslovakia has offered to supply audio-visual equipment. The United States of America has furnished direct aid in a number of countries to national literacy programmes and provided substantial financial assistance for the production of reading and other teaching materials. These examples of bi-lateral cooperation, which are only a fraction of the total aid given under this heading, encourage the hope that literacy will in future occupy a more important place than in the past in agreements for bi-lateral aid.

21. Non-Governmental organizations have shown increasing interest in the action in favour of literacy and have given it positive support. The International Confederation of Free Trade Unions (ICFTU) is considering the use of its World Solidarity Fund for the promotion of literacy. A number of affiliates of the ICFTU have already launched campaigns to stimulate literacy among workers. The World Council of the International Federation of Christian Trade Unions proclaimed at its 30th session, in 1966, "its determination to join hands with all international and national authorities and to co-operate with them in the literacy campaign and in the achievement of common ends". The World Federation of Trade Unions (WFTU) has issued an appeal to all trade unions throughout the world inviting them to take concrete measures in favour of literacy among workers. It has suggested that one working hour a day, falling within normal working hours and paid as such, should be devoted to literacy

work. The World Confederation of Organizations of the Teaching Profession (WCOTP), in its special session in Addis Ababa (1965), has invited its affiliated associations to actively participate in adult literacy projects. The International Council of Women, at its meeting in Teheran in May 1966, invited all member associations of countries in which illiteracy has been virtually eliminated to extend aid to those national councils of women who are still engaged in the struggle. Many non-governmental organizations are supporting literacy activities, launching some themselves and financing literacy programmes or collecting funds. Unesco encourages strongly such initiatives which, while bearing witness to a wealth of devotion and unpaid service, are making an appreciable contribution and also arousing the interest and the participation of a wide public.

21. The 8th of September is the date of the International Literacy Day. This date was fixed by the General Conference of Unesco at its fourteenth session in November 1966 on a recommendation of the Teheran Congress, which opened on that date in 1965. Last year, on the 8th of September, at the Montreal World Exhibition, the Director-General of Unesco, Mr. Rene Maheu launched an appeal for international solidarity in the fight against illiteracy. The Director-General drew attention to the contradictions of our present world, the contradiction between, on the one hand, the achievements of man's genius as displayed in the Montreal World Exhibition, the stupendous progress made as a result of the development of science and technology and, on the other hand, the fact that in the world as a whole, four out of ten human beings are untouched by that progress; the tragic contradiction between nations able to boast that 30% of their young people are receiving higher education and nations

in which only 3% of the adult population can read and write. The Director-General urgently appealed to all countries to intensify their action in order to wipe out illiteracy. He said: "May Unesco's work to promote literacy awaken men's consciences and enlist their best energies! To help human beings to emerge from the darkness of ignorance is an inspiring task indeed. To stamp out illiteracy in our age is a moral duty. It is an essential condition of human progress. It is one of the foundations of true peace, that is a peace based on the freedom and dignity of man. The success of this noble enterprise will undoubtedly depend on the determination shown by governments and by those in charge of international co-operation agencies, but it will no less depend on the support and active collaboration of men and women in all countries and all social circles, including the illiterates themselves".

And so I end with a special appeal to you - the distinguished members of the Australian Association of Adult Education, my colleagues. The task ahead of us all - that is to ensure that every mind has access to the light of knowledge - is truly formidable. It is perhaps the greatest challenge to educators in our present century. I am sure that you will find ways and means to join in the world-wide struggle "to give the spirit its due place in man's life today and to incorporate the human right to education in history".

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Paper No. 6.

"RURAL ADULT EDUCATION, THE INDIVIDUAL AND HIS COMMUNITY"

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RURAL ADULT EDUCATION, THE INDIVIDUAL AND HIS COMMUNITY.

by

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Australian society is in a stage of rapid transformation. As yet there is little indication that the object of this transformation has been defined. This paper attempts to examine the changing rural and urban environment, and the individual in his community. The community is where the individual is faced with the challenge of learning the skills necessary to fulfil the responsibilities associated with being a producer, spouse, parent and citizen. Adult learning is accidental in our society, and the life of the individual and the community will be improved as deliberative education facilities are made available to the community to satisfy its learning requirements. However, education is a process, the end product of which has yet to be defined. It is proposed that adult educators have a responsibility to evolve a profession so it can contribute to the formulation of national educational objectives and ensure that adequate services are made available to implement them.

The changing environment

Australia's population will reach between 13.8 million and 14.9 million by 1975, the actual figures depending on future birth and immigration rates.[1] It is unlikely that the present age and sex distribution of the population will change drastically so it can be expected that approximately 7.5 million people will be aged between 20 and 64 years and about 1.2 million will be over the age of 64 by 1975.[2] All 8.7 million people will be potential participants in adult education programmes of various types.

By the mid-1970's and 1980's, the population will be more urban than it is now. The present direction of economic development will continue as will urbanization for

> ... high prosperity and megopolis go hand in hand in Australia, and ... the attraction for most of Australia's immigrants remains the city.[3]

Almost 6.5 million people, just on 62 per cent of the population, lived in 14 cities of 50,000 inhabitants or more in 1961. In the absence of any effective decentralization policies the same 14 cities could contain about 67 per cent of the population by 1976 and about 70 per cent, or 15 million people, by the end of the century. Sydney could be a city of about 6 million people, and Melbourne could have 5 million inhabitants by the early 21st Century.[4]

It is not difficult to contemplate the problems to be faced by people living in the cities in the near future, especially those of high density living, congestion, the continuing sprawl, as well as the mundane problems of water and sewerage services and air pollution.

The people living outside the metropolitan areas will not be true country dwellers; most of them will live in rural-urban centres in the country. Only 16.6 per cent of the population was classified as "rural" and another 25 per cent as non-metropolitan urban in the 1966 census.[5] It is quite likely that the present trend towards rural urbanization will continue, especially as primary production becomes more capitalized.

Although the numbers of people engaged in primary production are not likely to decrease considerably, as a proportion of the labour force the numbers in the rural sector will decline from their present 12 per cent, as more and more people are employed in the industrial and service sectors of the economy. This general trend will also be reflected in the growth of rural-urban centres.

The country towns will continue to exist primarily as service centres for rural industries and the country population. It is likely that increasing community stresses will be experienced in the rural-urban centres in the future. These stresses could well be caused by the developing pressures on the primary producers to increase productivity to higher levels than in the past, at the same time as "flow-on" benefits are enjoyed by the rural and rural-urban work force not directly engaged in secondary industry.

By the mid-1970's and 1980's it is likely that the continuing cost-price squeeze together with the increasing competition from synthetics of all types will affect the rural community in a variety of ways. It is certain that the primary producers will have less leisure and probably relatively less income than other sections of the community. They will have equal demands for vocational education, for the entire Australian labour force will experience the necessity of adjusting to rapid technological change.

Within the rural-urban centre there will also be basic economic conflicts. The small country storekeeper will be directly affected by the pressures on the primary producer as well as increasing competition from the chain-stores. The growth of metropolitan based companies operating in the country and the development of government services will enable more employees to enjoy working conditions equal to those of the city. This could conflict with rural customs. An example of this could be seen recently when a country chemist applied to the court to restrain the P.M.G. from closing a branch of the post office on a Saturday morning, because this would reduce his usual Saturday trade.

Changed political influence will accompany the possible alteration in the economic base of the rural communities. Rural-urban people will become more urban in their outlook as they receive more "flow-on" benefits from secondary industry and as they become more directly employed by the city based organisations. Their political allegiance is likely to be transferred to the parties of the city - the Australian Labour Party, the Australian Liberal Party, the Domcratic Labour Party. The Australian Country Party could well be absorbed by the Liberal Party as has occurred in Victoria, for example. The rural person will have less political power than at present, but he may find common ground with the city dweller on a number of issues, especially as communication continues to improve and becomes more centralised. Roads, railways and air services, as well as newspapers, television and radio, are now focussed on the cities, and central ownership and control will perpetuate this trend.

The close relationship between the elected and the elector which distinguished local government is also disappearing as boundaries are amended to construct larger municipalities and shires. This trend could, however, be reversed if the recent reconstruction of the City of Sydney is a valid indication of long term policy.

It is always risky to speculate about developments in government. Nevertheless it is not unlikely that the Federal Government will become even more powerful, and the State governments more the administrators of national policies and less the creators of significant legislation. Local government could become even less virile as its financial autonomy is reduced still further.

The Basic Issues of Change

In their introduction to *The Planning of Change*[6], the editors state that there is no doubt about the facts of change in our society. All aspects of living are in a constant state of flux and there is one constant in society, "the tendency towards movement, growth, development, process, change".

The argument in North America is not about change, but whether change should be directed or left to self-balancing forces - the laissez-faire philosophy. Even this argument is being replaced by concern about the methods used for directing social change. That is, whether the direction and means of change should result from a collaborative effort of experts and citizens, or whether the citizen responds to change directed by the expert.

Alhtough social change is recognised as occurring in Australia, especially in rural Australia, there has been no recognition, let alone discussion, of the conflict as to its direction. Perhaps recent minority student and public demonstrations are symptoms of an underlying but not yet recognised concern for the crisis of democracy in Australia.

It is apparent that change is the result of decisions made by the bureaucracy - commercial as well as government - and the individual and his community adjust to this change rather than help direct it.

Bennis describes this type of change as "technocratic".

> Technocratic change may be distinguished from planned change by the nature of the goal setting ... Technocratic change follows an "engineering model": the client defines his difficulties as deriving from inadequate knowledge and assumes that his lack of knowledge is accidental or a

> matter of neglect - not something that is functionally part of him. The technocrat colludes in this assumption and merely makes and reports his findings...(Planned change) entails mutual goal setting by one or both parties, an equal power ration and deliberativeness, eventually at least, on the part of both sides. [7]

The individual is seemingly powerless to reverse the trends towards centralism and mass society which are based on the doctrine of economic efficiency. The entire rural and urban millieu is changing rapidly and the individual is at present barely able to adapt to the changes which are continuously affecting the existing human, organizational and institutional inter-relationships.

It is only 16 years to 1984, and Orwell's fantasy could become merely an overstatement of reality unless our society becomes aware of the nature of the changes occurring now and resolves to direct change within the traditional democratic values which enhance the dignity of the individual.

The Individual and his Community

> The community may be defined as a social system encompassing a territorial unit within which members carry on most of their day-to-day activities necessary in meeting common needs. Since the beginning of human existence, there have been family or kinship systems. The only other universal grouping or system is the locality group, frequently called community. [8]

This definition leaves many terms undefined. For example, what is the "territorial unit", what are "day-to-day activities" and "common needs" ? Despite these qualifications it is possibke to build an understanding of community if one resists the temptation to look at community as a group of people conforming to a monopoly of power.

The community is where most needs are satisfied by an array of power, organizations and activities all competing for time and attention but all complementing each other by providing specific services. These specific services determine the freedom of choice and the satisfaction of people living within the community.

It is true that the "day-to-day" needs" of some people may not all be satisfied within a small "territorial unit". For some the ease of transport has extended the area of community. Nevertheless there are centres where basic needs are met and where social pressures and organisations affect and are affected by the individual to a greater rather than a lesser extent.

Essentially "community" is that which has the potential for immediate effective communication and action around common and basic interests. It is in the locality that special interest groups are mostly formed, and where men and women spend most of their leisure time participating in a multitude of activities. It is also in the locality that the individual is able to join the main state and national organisations through membership of local branches.

All National political parties are based on the local branch, as are producers' organisations, some of the craft trades' unions as well as church and womens associations, service clubs, lodges and parents and citizens associations.

It would be a mistake to equate the concept of community only with the rural-urban centre because their essential characteristics are also present in the metropolitan areas. Should the suburbs of Glebe, Paddington, Fitzroy or Eltham differ very much from country towns like Wodonga, Hamilton, Grafton or Armidale?

There is little doubt that the world of the adult is distinguished by responsibility for his or her own decisions. This is a major distinction between the adult and the pre-adult. The adult is always making decisions - as a producer, spouse, parent and citizen. The quality, frequency and importance of these decisions varies, but nevertheless it is the adult who is ultimately responsible for them. The pre-adult is either dependent on adults, or is capable of absolving himself of responsibility for most of his actions.

The adults' decisions are never taken in isolation from society. Society either imposes the circumstances for the decision, or influences the adult's attitude to the choice of alternatives considered before the decision is made.

It is worth looking at the world as most adults see it. Generally the family is the most important part of the world, then the work place, then the immediate community, after which the state, the nation and the world assumes a remoteness which is only vaguely understood as "they say this" or is personified by "Gorton says", "Whitlam says" or "Johnson says".

The further the facts recede from the home and the local community the more difficult it is for the individual to comprehend them. This is because the familiar is within the experience of the individual and is therefore understandable in concrete terms. The wider remote world is barely perceived and understood through a network of selection, interpretation and specialist prejudice.

A corollary of this situation is the ability of the individual to influence decisions - his power over any particular situation. The individual has power in the house, less power but influence in the community, and is ineffectual, unless anonymously joined to substantial groups, in the state, federal and international spheres.

Within the home and the community, the individuals freedom is restrained by a web of legislation and social constraints. The education of children is regulated by the state, the payment of rates and taxes is a legal requirement, obedience to law and order is socially and legally enforced. The necessity of the individual to conform to the peer group is recognised by all social psychologists as a basic characteristic of all societies. The individual does, however, have the freedom to select his or her peer groups, though the choice may be restricted by income, occupation, race, religion or political attitudes.

Australian society is changing as the result of a multiplicity of decisions made by institutions and organisations. These are affected by immediate needs and taken frequently without consideration for their wider effects. The location of a dam or hospital, closing a school or the building of an opera house are decided by set criteria and frequently by political opportunism without concern for the longer term effects on society, or all the existing relationships which are disturbed by the decision.

The individual, with few exceptions, accepts this method of decision-making because the compulsory education system has not developed his reasoning capacity beyond perception of the immediate situation.

A major task of adult educators should be to develop the individual's capacity to think beyond the immediate to the wider and longer term consequences of decisions, especially those of a political, social or economic nature. The individual would then be in a stronger position to help determine the direction of change.

Adult Learning and Education

> The concept of social role is a way of identifying the responsibilities vested in individuals at various stages in life. Some responsibilities are the property of youth and others are reserved solely for adults. These responsibilities change through life and, consequently, create developmental tasks that must be mastered in order to meet the responsibility. Learning to perform these developmental tasks creates the need for education at all stages of life. [9]

The responsibilities of the pre-adult are usually preparatory for the future - a higher school level, a chosen vocation or entry into adult society. Usually the pre-adults learning is discipline oriented, and determined by some authority.

The adult assumes responsibility as he or she accepts the social roles of producer, spouse, parent and citizen. The motice for learning generally is to acquire new behaviour appropriate to specific situations associated with these social roles. Adult learning is voluntary and usually project and not discipline oriented, the driving force being the solution of problems.

> Learning involves the acquisition of information (i.e. facts or content) and the mastery of that intellectual behaviour through which facts are manipulated and related (i.e. process). [10]

Effective learning results in a change in behaviour.

There is little doubt that the community is a rich source of adult learning and instructional activities are undertaken by many organisations. The demands for hobby classes, locally produced and acted theatre, art classes and film groups as well as church study groups not restricted to theology are indications that individuals want to learn and express themselves. Lectures, film nights and study projects are a regular feature of the programmes of many service clubs, and other organisations also provide specific learning situations on specific issues for their members.

Studies undertaken by many sociologists, especially those concerned with the process by which innovations are diffused through society indicate that most adults learn from each other rather than throughndirect contact with adult education agencies. Only a minority of the community is involved in specifically adult education activities and these people disseminate their learning through the community.[11]

The community, which is composed of many formal and informal groups is the source of learning for most adults. Consequently such learning is haphazard, frequently inaccurate and more often than not based on current practice and readily accessible information. Such learning frequently results in immediate solutions which ignore the future and consequently require adaptive rather than deliberative policies. Adult learning is seldom the result of free enquiry and an objective assessment of the problem.

The individual and the community cannot afford to rely on such haphazard learning if a truly democratic society is to be developed. The continuation of such learning involves greater reliance on the expert with the danger that change will continue to be "technocratic" rather than democratic.

> "Since a society cannot depend solely upon learning by chance or self-education" .. to develop the kind of behaviours needed by its citizens..."a specific machinery to that end is necessary." Adult education is that machinery. In specific terms, adult education is a relationship established between an educational agent and a learner in which the agent selects, arranges, and continuously directs a sequence of progressive tasks that provide systematic experiences to achieve learning for those for whom participation in such activities is subsidiary and supplemental to a primary functional role in society.[12]

Education is a process, the means by which specified learning objectives are achieved. The task of the adult educator is to utilize his specialist knowledge and skill to design and control situations to achieve the learning objective.

It is the responsibility of society, the community and the professional adult educator to evolve the objectives to be achieved by the learning process. Neither society, nor communities nor adult educators with few exceptions have stated explicitly the objectives of adult education. However we can borrow in the typical Australian manner at least for discussion, the results of deliberations concerning adult education in a society similar to our own.

> Education is a process continuing through life. The aims of adult education must be viewed in the light of this belief.
>
> In our society adult education should strengthen the ideals of human freedom, the worth and dignity of the individual and the principles of justice.
>
> Within this framework the aims of adult education are:
>
> 1. To provide opportunities and stimulation for continuing balanced self-development thus helping the individual to fill economic social, aesthetic and spiritual needs.

2. In each of those areas to increase the competence, judgment, and appreciation of the individual in his work and as a person, a family member, a member of a group, and a citizen.

3. To broaden and deepen community life and help the individual to attain maturity and to develop a better understanding of himself and his environment.

4. To provide opportunities and stimulation for satisfying and creative use of leisure time.

> The pursuit of these aims puts a grave responsibility on the adult educator in these times when our basic ideals are in peril. The very strength of democracy rests on an educated citizenry with knowledge, skills and attitudes consistent with intelligent and effective action in the nation and in the world.[13]

Conclusion: The Task of Adult Educators

The magnitude of the numbers of potential adult students and the rate and extent of social change in the next decade or so are relatively insignificant compared with the tasks facing adult educators in Australia. Adult educators will influence the future to the extent that they are able to assist the community to clarify the forces of social change and evolve direction for the process of adult education. The individual is capable of learning and is willing to learn, yet it remains the task of the adult educator to arrange appropriate methods relevant to the needs and work regime of the adult student.

A profession of adult education will have to emerge so that Australian rural and urban communities can be educated by the 1970's and 1980's.

The nascent profession will need to determine a variety of issues and the most important will include the following:

1. What are the fundamental objectives of adult education?
2. How do adults learn and what are the most appropriate methods?
3. What adult education agencies are utilized by individuals and communities at present?
4. Are special skills, knowledge and attitudes required of adult educators? If so what are they, and can training programmes be designed to assist their development? What is the possible content of such programmes?
5. How can the community be assisted to evolve its learning objectives and how can the activities of the many adult educators working in the community be co-ordinated?
6. What is the ethical validity of various adult education techniques, for example, the use of therapy groups and role playing?
7. To what extent are the social sciences an important ingredient of adult education?
8. Determine the resources needed to implement national adult education objectives?

It could be argued that these issues and this paper have ignored the subject of Rural Adult Education, the individual and his community. The major difficulty is that there is little difference between Rural Adult Education and Urban Adult Education. The process of education is the same for all adults as are the long term objectives.

The great difference is that the content of education for the rural adult and the urban adult will be different insofar as that content must be relevant to the issues facing them in their different environments.

It has been stated that the community is a rich source of learning for the adult. It is also true that it provides a wealth of experience which the adult educator can utilize. It is within the confines of the community that the basic social issues can best be understood by the adult. All communities are microcosms of the nation state. They all provide opportunities for participation, influence and learning but they also lack effective communication and contain prejudice, and special interest groups.

Communities also contain the forces enhancing the dignity of man and the values of collaboration.

Rural communities are probably easily definable, and will provide considerable stimulus to the adult educator. Metropolitan communities are less easily defined, but the effort to understand them and utilize the energy of the people living in them could be equally rewarding for adult educators working in the metropolis.

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Paper No. 7.

"RURAL ADULT EDUCATION, THE FAMILY AND THE LIFE OF THE INDIVIDUAL"

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RURAL ADULT EDUCATION
THE FAMILY AND THE LIFE OF THE INDIVIDUAL

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1. The future rural context of continuing learning

There is a sense in which vocational, institutional and community aspects of rural living can usefully be distinguished from the personal and family aspects. There is an equally important sense in which the confluence of these categories is a characteristic feature of rural life. For the farm family home is work, the family members are both the workers and the risk-taking managers, the community in which the family lives is markedly homogeneous with little anonymity and with a high level of social conformity and institutional participation. The major resource of each family enterprise (land) is immobile a[illegible]rtually useless for anything but farming even if the specific skills of the farmer were immediately applicable to other occupations.

The historical differences between farm and city homes are diminishing. The increased circulation of books and magazines, the spread of television and the supermarket, rural libraries, family mobility and other factors are making farm families resemble city families. The largest urban/rural differences cited by Gruen[1] are: "the higher birth rate in rural areas, more conservative voting patterns, intrinsic satisfaction with farming as 'a way of life', somewhat less stress on intellectual and educational attainment and somewhat more on practical skills and a traditional division of interests between the sexes". As Gruen adds, "social and cultural differences between town and country are probably smaller in Australia than in most western countries" and are becoming smaller.

For the adult educator the interest lies in the consequences for education of these changes which the rural sector of the Australian community is on the point of undergoing.

, A first factor in this future change is the continuing decline in the proportion of the population engaged in agriculture. In Australia the figure has already fallen to about 13% and indications are that, short of a deliberate national policy to retain small farms, this percentage will be further greatly reduced. In the U.S.A. for example, the proportion is expected to decline to about 2% in the 1980's. With the disappearance of the small farm we may expect the virtual annihilation of many small towns; with the diminution of the historical predominance of rural interests will go a lessened allocation of resources for rural and an increased concern for urban adult education resulting in heightened problems of providing adequate and appropriate educational facilities in country areas.

A second factor is the emergence of a new kind of farm operation. Agricultural economic units are becoming larger and more specialized and the successful surviving farmers will increasingly be well educated, well trained and have continuing educational needs that are akin to favoured groups in the cities. In Western Australia some of the initial effects of this general trend are already detectable with the development of farm management advisory services, the proposed establishment of a farm management college with postgraduate capacity and the provision of a computer-based comprehensive management information and planning service. The demands to be made by future farmers will require the development of new competencies and attitudes in both agricultural and general continuing education. The farm population is, in short, increasingly likely to seek access to the intellectual resources of the whole university as well as to other sources of continuing educational assistance.

The development of agricultural technology will inevitably result in expanded productive capacity and an increased importance of capital in its various forms. One suggestion is that the most profitable scale of farming thirty years hence may well involve assets exceeding a million dollars.[2] Such a prospect raises the question of whether the family farm can survive, unsuited as it is to provide capital assets on the scale which will be necessary for the future. The survival of the family on the land may demand separation of ownership and control with the farm family renting land and using its capital to lease equipment and meet operating expenditure: "The family-centred farm seems likely, in the coming decades, to give way to the managerially-centred farm".[3]

The attainment of the requisite managerial competence by the farm manager will demand a high level of general education as a basis for what is virtually a new occupation. At present less than half of Australia's annual turnout of 300 agricultural college diplomates join the 8,000 new owner operators required each year[3]; the Martin Committee in 1964 nevertheless considered it unlikely that future farmers would require any post-secondary education and both the Martin and Wark Committees appear to agree that training courses for farmers (as distinct from those for technologists) may safely continue to have as their entry requirement, an incomplete secondary education. Such an education is completely at variance with what is universally considered appropriate for managers of non-agricultural businesses[4] and the suggestion has been made that the provision of adequate management training poses the biggest challenge to education and training for agriculture in Australia.

One pressure towards future changes, suggested by the results of a recent Bureau of Agricultural Economics survey, is that in nearly all agricultural industries 34% of farm families receive an income less than that required to maintain an acceptable standard of living: one of every three farm families at present lives below the Australian 'poverty line' even though in many cases the farm income may not match either the farmer's ability or his assets. Mauldon's[2] conclusion is that "if farm income is to keep pace with non-farm income and if today's lower-income farmers are not to give rise to a hard core or rural poverty, government policy may have to combine with market pressures in such a way that only half of today's number of farmers will be producing a vastly increased volume of products by the end of the century".

Far short of 'hard core' poverty, however, there is a level of income below which the quality of living deteriorates. The deadening effects of prolonged deprivation on personal goals are well known, as is the tendency for poverty to perpetuate itself through inadequate education and appreciation of opportunity. Poverty, family discord, lack of skills, a poor level of general education and low aspirations for the children tend to go together. The consequences of deprivation have been widely investigated[5,6] and the clear sequence which emerges is of increasing anxiety and strain, cuts in the standard of living, the scaling down of personal and family priorities, the development of adjustive mechanism leading to some degree of personality disintegration and eventually to the establishment of a new personality equilibrium which we would almost invariably describe as mentally, emotionally and socially unhealthy. American experience is that the rescue of people who have made the adjustment to deprivation is a difficult undertaking economically and educationally.

Agricultural continuing education in the past has attempted to make animals and acres more productive; general adult education has tended to offer intellectual and cultural relief from the main business of farming and rural living. If we accept the idea that there is a point below which material and non-material aspects of life-style, of life-chance even, are inseparably interwoven it seems that both traditional approaches may require modification if they are to remain relevant and effective. For many reasons the expansion of physical resources is fast becoming less feasible for the small farmer. The alternative is for agricultural and general education to come much closer together to focus on the farm people: on increasing their productivity, on altering their attitudes towards education and perhaps on encouraging and helping some of them or their children to prepare themselves for other work in agriculture or even in sectors of non-agricultural industry.

Until recently re-education programmes for the middle-aged were considered to be too expensive and unproductive to be undertaken on any scale and the phrase 'too old at forty' still has some currency in industrial training and similar circles. This belief is false and we now know that age is neither a valid nor a reliable criterion for determining the suitability of people for re-education.[7]

The emphasis given to the provision of technical continuing education and the deep vocational/liberal division in education has until now tended to isolate the liberal educator from the rural community and to obscure the importance of his contributions. Johnstone's [8] finding that the typical vocational programme is twice as effective in improving practice on the present job as in preparing people for a new one underscores the indispensable function of general education in assisting people to cope with change. It is not difficult to show that the more industrialized a country becomes, the less it needs technical training of the kind usually supplied at lower levels of education. The more specific a farmer's education, the less likely it is to equip him for the changes which are taking place in agriculture. This is the basis of the current emphasis on education for management seen as the art of controlling and utilizing change and as requiring a good and broad general educational foundation.

Industrialization also presents complex human problems: Wirth[9] saw that in addition to changes in work preparation brought about by industrialization, there are also changes in the relationships among people and between people and their social environment; Clark and Sloan[10] similarly concluded that the vocational re-training of adults for new occupations was the least difficult of the tasks facing teachers and learners, that the adult's real problems tended to lie in learning the new ways of life that must sometimes accompany these new occupations.

The changes taking place in the rural sector are sometimes characterised as the developing conflict between the farm as a business and the farm as a way of life, as though the farmer and his family must make up their minds which it is to be, with no possibility of compromise or synthesis. In the future the old 'way of life' will probably be as untenable as a new 'business only' ideal would be intolerable. Farmers and their families can and will learn to balance their goals and interests with their needs and tasks within the changing farming environment. The accomplishment of the transition is a learning task; continued accomplishment will require continuing learning of a broad kind.

II. The range of orientations towards continuing learning

Adult learning has traditionally been studied from an institutional point of view. Such studies usually omit people who continue their learning independently and rarely attempt to understand the factors underlying participation in formal or informal learning activities. The general tenor of reports in this regard is that adults seek the experience of learning for reasons that are so complex, subtle, shifting and inconsistent as to be impossible to classify.

One contribution to a coherent framework has been through investigation of the relationships between the orientation held by adults towards learning and their actual engagement in learning. The concept of orientation in these studies is based on the idea that every person has many motives, each of them worthy of satisfaction, but not all of them equally so. The goals people seek have to do with different needs, interests and ideas. Since resources are limited the person must choose those goals which are to take precedence: "He must know how to give each goal its due which means that he must have a scale of preferences".[11] An educational orientation may then be described as a complex but patterned ordering of reasons which guides an individual consciously or unconsciously in his choice and pursuits of learning activities.[12]

A series of investigations into the orientations of continuing learners was begun by Houle[13] who found three basic groups: the 'goal oriented' (those who employ education as a means of coc accomplishing fairly clear-cut objectives); the 'learning oriented' (those who seek knowledge for its own sake); the 'activity oriented' (those who take part because they find meaning in the circumstances of learning though that meaning may have little connection with the content or announced purposes of the activity).

The basic framework was tested by Sheffield [14] who identified five orientations which he termed: learning; desire for sociability; personal goal (those who employ adult education as a way to solve personal problems or persue personal practical interests); societal goal (those who pursue fairly clear-cut social or community-centred objectives); and need fulfilment (relief from boredom, frustration, etc.). These orientations are related to extent of participation in continuing education and all five orientations will be included in any self-selecting group of sixteen or more learners. Other subsequent studies have related participation to leisure satisfactions and have obtained patterns which correspond with the orientations.[15]

Yet others have developed and standardised a measuring instrument to indicate the dominant orientations of continuing learners through the quality, frequency and duration of their learning activities.[16]

Orientations towards non-participation

One approach to discovering why people do not take part in learning activities is by asking them. The replies suggest that, where major barriers to participation exist, they primarily reside in the minds and motivations of individual adults.

Houle,[13] Johnstone[8] and Love[17] have identified people who have failed to develop any conception of education or who think of it in any positive way. Other barriers include feelings of antagonism towards education, lack of adequate educational preparation, belief in the lapse of learning ability, a bad initial exposure to adult education, lack of available resources, ignorance of those which exist, a negative image of adult education generally or of a specific institution, fear of ridicule, failure or other social exposure and a perception of social values and attitudes hostile to continued education. Burman[18] probed into the general and educational aspirations of adults at a low socio-economic level and found that very few had any plans for achieving a more satisfying life. The barriers to participation, he suggested, operate in conjunction with one another so that their cumulative impact is great even though, in particular cases, no one obstacle alone seems to be insuperable.

The orientation observations are consistent with Johnstone's[8] identification of achieved level of formal education as the largest single demographic correlate of engagement in continuing education and with the general findings of other participation studies: Brown[19] found that the extent and quality of the educational activities of college graduates is related to the extent and quality of their collegiate education; Hall[20] found that people who enrol in intellectually demanding university adult education classes tend to re-enrol, that this pattern does not hold to the same extent for less demanding classes and that level of formal education accounts for a significant proportion of the enrolment variance; Tough[21] investigated the tasks that adult self-teachers perform for themselves in support of their self-directed learning and found education again to be a major factor in the type of learning undertaken, the varying systematic and sustained qualities of the learning programmes and the extent to which self-teaching and group learning are regarded as complementary or intertwined aspects of the learning process.

An orientation framework

The studies cited (and others) provide a framework for further consideration of breadth of attitudes towards learning. The categories are as follows:-

Level 1 No orientation - This category is composed of those adults who completely lack awareness or understanding of the meaning or possibilities of education.

Level 11 Non-participation - This category is composed of those adults who have developed some conscious conception of education but who do not ordinarily participate in any deliberately educational activities. They are aware of learning but reject it. Six clusters of motives expressing reasons for non-participation may be listed:

a. Participation prevented by factors beyond learner's control;
b. Too late to learn;
c. Fear of failure, inadequacy;
d. For others, not for me;
e. Later, but not now;
f. Antagonism to learning, anti-intellectualism.

Level III Conscious and positive but specific orientation - This category is composed of those adults who have participated in a variety of learning experiences and are medium to high in their participation. Six clusters may be listed:

a. The desire to know;
b. Achievement of a personal practical goal;
c. Achievement of a social goal;
d. The desire to take part in an activity;
e. The desire to escape from some other activity;
f. Compliance with requirements.

Level IV Eclectic orientation - This category is composed of those adults who have risen above the conflicts and disagreements inherent in the idea that some cluster of motives is paramount and the only 'true' or 'worthy' one. They can accept the idea that learning activities can strike a balance among the motives to which they appeal and know why they are learning at a specific time. These adults are ordinarily high in their participation.

Level V Universal orientation - This category is composed of those adults for whom learning has become so much a natural part of life that they seem to have no special

> attitude towards it. They have in a sense, transcended the immediacy of particular motives.

What is the use of a framework of this kind for the rural adult educator? It tells him things about himself and about his adult students. For instance, the adult educator is probably acquainted with only two bands of the spectrum of learning orientations. Especially in rural areas his familiarity with the non-participation and the specific goal orientations may lead him to perpetuate the idea, pervasive in our society, that there is an inalienable association between learning and the attainment of an immediate, practical end. The current form of university extension, for example, while ostensibly aimed at those most likely to have attained the broadest orientations towards learning is, in fact, built largely on the assumed universality of specific goal orientations.

Adult learners come to continuing education programmes with a variety of personal and educational objectives which are not necessarily consistent with the stated objectives of the educational undertaking. The adult educator is also an adult engaged in continuing education with his own attitudes towards learning which, with the best of intentions, he is likely to foster in or impose on his class. An awareness of the diversity of orientations may assist him make provision for these different, entirely legitimate, individual concerns.

Just as different learning satisfactions can be experienced by different people engaged in the same learning activity, so the same learning satisfaction may be experienced by different people in different learning activities: the form of the activity may be only slightly relevant to the significance which a learner associates with that activity. Participation in formal adult education classes seems to be concentrated in Level III (Conscious and specific), extending into Levels IV (Eclectic) and V (Universal). Informal individual learning, on the other hand, increases through Levels IV and V. Attendance at organised adult education classes is not the only, or even perhaps the main, way in which adults continue their education. This is particularly true of those most fully and broadly committed to continuing learning: Houle's[13] 'Universal' oriented learners acknowledged their chief debt to librarians, not to educators; and Johnstone[8] found that the curve depicting participation in adult education classes tapers off at the 'top' end where education, income and occupation most favour continued learning.

The framework also points up different facets of the problem of non-participants. Although everyone is becoming better educated, the better educated are becoming so at a faster rate and the prospect is for a minority of 'educationally deprived'. The gravity of the rural situation becomes apparent when one looks at the amount of capital invested in the average property and realises that not only have less than 2% of Australian farmers had any training in agriculture[22], but that only half of the leaders of farmers' organizations have had a secondary education. The explanation, it seems, lies in neither poverty nor dullness, but in the traditional disinclination of the Australian primary producer to engage in education. Even in independent schools Keys[23] has noted the much lower educational achievement and earlier dropout of sons of Australian farmers. The problem, Keys asserts, cuts across differences in learning ability and aptitudes and is a problem of motivation.

A persistent orientation towards education is a consistent reflection of the total life-style of an adult. A positive orientation results at least in part from an awareness that certain satisfactions can be attained through learning. Successful engagement in learning is a self-reinforcing activity cumulatively increasing the breadth and depth of the satisfaction it produces. Non participation is probably equally self-reinforcing as is the retention of a single specific orientation. The relative lack of achievement motivation in Australian farm children springs from the unfavourable orientations and lower educational expectations which these children receive from their parents and increases the chances of the teacher failing to motivate the children, through the use of incentives to which they do not respond, towards goals which they do not value. Left interrupted the process might perpetuate itself indefinitely.

III. Some family factors affecting orientations towards education

The response of the individual person to continuing education is one of many learned responses acquired in the process of maturing. An orientation towards education is learned through communication with other persons, principally in small intimate groups of which the family is initially the chief source of influence. The kind of orientation learned depends on whether the family defines education favourably or unfavourably. A person will develop a favourable orientation towards learning if he receives an excess of favourable over unfavourable definitions of it in terms of their frequency, duration, priority and intensity. The breadth of orientation depends on whether some aspects of education (e.g. the acquisition of practical farming skills) are more favourably defined than others. Learning how to use a pick and shovel, to drive a tractor and to yard sheep are examples of once-and-for-all tasks. A family in which learning is favourably defined mainly as terminal tasks is unlikely to accept continued learning except in a narrow sense.

Education is favourably defined within the family in many ways. The development of a motivation towards achievement, necessary for sustained learning performance is closely related to the parents' concern that their children should learn to 'stand on their own feet' rather early in life and to continue to do things for themselves.[24] The more favourable and broader definitions of education are also, for example, associated with expectations for extended schooling, with pre-school instruction[25] and in early beginnings in training in the use of libraries, the assumption of responsibilities, etc.[26] The learning expectations that parents have of and for their children are closely related to their own (particularly the mother's) education and are defined for the children through the values which the parents tend to stress.

As an instance, with increasing parental education, the importance attached to obedience (= compliance) in children has been found to decline, while emphasis on self-control (= conscience) increases.[27] Curiosity is a basic component of a broad and favourable orientation towards education. In the same investigation the proportion of mothers who valued and actively encouraged curiosity in their children rose very slowly with increasing education until the investigators reached the wives of professional and senior business men; then it rose suddenly. The finding that educational values are given priority in that portion of the socio-economic spectrum where their importance for the child's future is most apparent to the parents has many implications for the rural adult educator.

The family climate within which learning is defined is also important. Learning achievement, interest, retention and continued participation are more pronounced when learners are encouraged and guided and when initiative and judgment are fostered than when they learn under an authoritarian regime, or are ignored and left to their own devices.[28, 29] There are those who still believe that people will learn only when they have no alternative, or at least a strongly compelling reason, but this homeostatic view of motivation has been complemented by the realisation that boredom and lack of varied stimuli are as debilitating as excessive stress. People have a 'built-in' stimulus-seeking disposition.[30] Breadth of adult orientation towards learning can be traced to the width and variety of educative experience to which people were subjected when they were children. Progressive and diversified experiential learning is the basis of a range of 'learning sets' upon which subsequent learning achievement seems greatly to depend.[31]

Definitions of adult education come from many quarters - from teachers at school, from peer groups, from books read and T.V. shows watched - and while personal orientations emerge as a kind of resultant of the differential inter-actions of these sources, family influences are very important.

Their remoteness is still an important source of stimulus deprivation in rural people. There is a strong negative correlation between intelligence test scores and degree of community isolation. The limited information, ideas, range of experience and demands within the isolated family and its social environment have a cumulative effect on children which becomes more pronounced and rigid in the adult. Survey findings of people in such rural situations include a uniformity among personalities with social drives at a minimum and with little premium placed on talent, skills, achievement or ambition; there is little conscious conflict, frustrations are taken in stride, there are few neurotic symptoms and emotionality is at a minimum; the tempo of life is slow, attuned to the satisfaction of current needs and the requirements of the season.[32]

An alternative way of thinking about the effects of rural stimulus-deprivation is through the social roles that people fill.

Some roles are ascribed to people at certain times of their lives whether they like it or not, others are optional; both types can be achieved more or less well. The range of available roles is determined by the culture, and satisfactory personal development depends in large part on an awareness of the range of possible roles and of the criteria which describe them. This is a learning process and one in which rural people have traditionally been at a disadvantage. Complacency by farm families about their rural 'way of life' as the best of all possible lives and their assumption that the son(s) will carry on the farm have had extremely limiting effects on the opportunities presented to farm children (and young adults) to acquaint themselves with a wide variety of possible congenial roles and to test and experiment with being 'different kinds of people'. For those who do try, the rural pressures towards conformity and the high visibility of their deviance present additional obstacles. An awareness of the way in which particular roles are filled, of the kinds of behaviour which are expressive or supportive of those roles, and the acquisition of the skills with which they are performed, are also learned traits. The child of a family whose horizon ends at the farm fence and whose orientation towards education is narrowly vocational, has a slim chance of developing a broad orientation towards learning and so of coping as well as he might otherwise have done with the learning demands to be made on him as he matures.

IV. Developmental tasks as generalised learning situations

The human life-cycle can be described in terms of stages, each with a set of particular problems. Healthy maturation sees eventual progression from one set of concerns to the next. Havighurst has described the 'developmental tasks' of life as those things which must be learned before a person can satisfactorily manage the next phase of his life-cycle: "A developmental task is a task which arises at or about a certain period in the life of the individual, successful achievement of which leads to his happiness and success with later tasks while failure leads to unhappiness in the individual, disapproved by society and difficulty with later tasks".[33]

There are three reasons why the concept of developmental tasks is useful to the adult educator. First, it enables formal education to be conceived of as the co-operative effort of the society, through educational institutions, to help the individual achieve certain of his early developmental tasks. Second, the concept provides continuity between the education of childhood and that of adulthood, and places the notion of continuing education in the mainstream of personal, social and vocational development. The third use of the concept is in the timing of educational efforts and the determining of the main emphasis of the educational programme at these different times: "When the body is ripe and society requires and the self is ready to achieve a certain task, the teachable moment has come".[33] Efforts at teaching which would have been largely wasted had they come earlier and which impose hardship should they be delayed, give gratifying results when they come at the teachable moment: "The best times to teach reading, the care of children and adjustment to retirement from one's job, can be discovered by studying human development and finding out when conditions are most favourable for learning these tasks".[33]

Some tasks arise mainly from physical maturation; others (like learning to read) arise mainly from the cultural pressures of society; others (such as choosing and preparing for an occupation) arise from the personal values and aspirations of the individual which themselves emerge from the interaction of organic and environmental forces. Most developmental tasks arise from a combination of the three factors acting together.

Two further characteristics of developmental tasks should be noted: that they are culturally relative (in that some tasks differ between and within societies); and that they may be divided into recurrent and non-recurrent tasks. On many farms the task of selecting and preparing for an occupation, for instance, is a very simple one; the son is raised in the belief that he will succeed his father. In other situations (including some farms) it is one of the most complex tasks facing an adolescent.

Some tasks once learned (like walking, talking and reading) are unlikely to be re-learned. These are non-recurrent developmental tasks. Physical maturation, role changes and changes in values, however, make the nature of certain developmental tasks different at different ages. These tasks, which the individual must repeatedly learn to fulfil, are recurrent tasks. Success with recurrent tasks in their earliest phases seems to augur well for success in later phases but new learning must be added as the task changes during later life.

For example, in the period of middle childhood Havighurst speaks of three great outward pushes - the thrust of the child from the home into the peer group; the physical thrust into the world of games and neuromuscular skills; the mental thrust into the world of adult concepts and understandings. While these are all recurrent tasks there is, as already noted, some evidence that most of the avocational interests and pursuits of the adult are acquired during the period of middle childhood and that the adult who is reluctant to undergo a long period of practice or who regards with embarrassment the learning of something new, is the child of narrow experience of earlier years.

The kinds of recurrent tasks which acquire importance during adolescence include the achievement of new and more mature relations with age-mates of both sexes, of a masculine or feminine social role, of emotional independence of parents and other adults, and of an assurance of economic independence. New tasks include selecting and preparing for an occupation, preparing for marriage and family life, developing intellectual skills for civic competence, acquiring a set of values and an ethical system, achieving socially responsible behaviour.

The period of early adulthood marks a transition from an age-graded to a social status-graded society in which prestige and power depend on skill, strength, wisdom and social connections. As a result, "of all the periods of life early adulthood is the fullest of teachable moments and the emptiest of efforts to teach. It is a time of special sensitivity and unusual readiness of the person to learn".[33] Most of the recurring tasks begun in adolescence assume new and 'real' forms: "early adulthood... usually contains marriage, the first pregnancy, the first serious full-time job, the first illness of children, the first experience of building or buying and managing a house and the first venture of the child off to school".[33] If ever people are motivated to learn, and learn quickly, it is at such times as these, as Havighurst observes, "It makes one wonder what education is about after all if it is not directly concerned with helping the individual to meet such tasks as these."

Middle adulthood is the period of most people's peak influence on society and of society's maximum demands upon them. People in this category are usually the dominant members of three-generation families with teenage children, and the various roles which each performs as they continue to live and grow in relation to one another, present a number of tasks. These include the achieving of adult civic and social responsibility, establishing and maintaining an economic standard of living, assisting teenage children to become independent and responsible and happy adults, developing adult leisure-time activities, adjusting to the 'empty-nest' phase of the family cycle through the development of alternative sources of satisfaction, accepting and adjusting to the physical changes of middle life, adjusting to aging parents. Later maturity is also a time of learning requiring adjustment to decreasing physical strength and health, to retirement and the expanded opportunities for leisure-time interests, perhaps to reduced income, death of a spouse etc.

V. Job orientations of the adult educator

It is probably true that most of us employed in adult education have some frame of reference which guides our thinking and planning: we must all be familiar with the adult educator who regards himself as University Extension Man and whose understanding of continuing education derives from (and is sometimes limited to) this institutional orientation. There are other adult educators whose frameworks are based principally on subjects, on special purposes (like self-fulfilment or community development), on methods (like tutorial classes or discussion groups), on special clienteles (like farmers or graduates) or on specific regions (like the Black Stump country).

It is possible to become so deeply committed to a particular orientation as to be virtually blind to any other way of looking at the process of continuing learning. Such a rigidity of viewpoint, more common than one might think, is the origin of many unprofitable educational experience in which learning requirements are bent to fit the locally prevailing adult educational ideologgy. Organised adult education in universities and other institutions, has a vested interest in encouraging people to continue their education in certain ways. The design of a programme involves the making of choices which themselves flow from the attitudes and values of the designer. Programmes tend to reflect the more or less narrow views of the programme planner and he should be aware of the limitations he imposes on his own effectiveness by adopting a single job-orientation and by providing a limited range of experiences in which learning can take place.

One distinction which is frequently overlooked, for instance, is that between agriculture as science and as practice. Farmers are basically pragmatic people and seek things that are useful to them. Many educators on the other hand appear to interpret enrolment in their classes as the beginning of a quest for ultimate truth and are inclined to demean a programme or student body which seeks practical answers to problems and questions. There is no implication in this observation that continuing education programmes should become answer-giving sessions but if he wishes to broaden their acceptance of continuing learning it is important for the rural educator to acknowledge and exploit the pragmatic orientation.

This paper has put forward five frameworks in terms of which the rural adult educator can focus on and plan for the continuing learning needs of farm families and individuals: impending changes in the rural environment which will present a variety of learning tasks; orientations towards adult education which provide a measure of the propensity to accept the idea of continued learning; family factors which transmit and reinforce educational values and so predispose people to further learning; role achievement which emphasises the variety of needed learning for an individual to become a particular sort of person; and developmental tasks, a framework which described all learning as growth, blocks in major areas and sequences of learning achievement and provides the rationale for the integration and articulation of formal and continuing education.

Together these frameworks provide bases for a model of rural adult educational programming based on evidence about the way adults learn, rather than on the time-honoured methods of teaching them. Adults learn what they want to learn. The desire and will to learn does not come in categorical bundles, however, but in a growing need to know. Learning, therefore, is not likely to be most efficiently achieved through systematic subject instruction but through involving the learners in identifying problems and seeking ways to solve them. The kind of programming appropriate to this learning need may initially seem wanting in content and pleases the academic experts but it will ultimately incorporate knowledge in a context that has meaning. In enhancing the orientations of rural people and families toward continuing learning a successful educational experience is its own best recommendation. The educational objectives of such a programme, however, are better established by identifying the problems with which the learner must deal and the resources which he can muster, rather than by building upon problems an academic instructor would like to teach him how to solve.

Meaningful instant adult education is as rare as meaningful mass adult education. There appears to be no short cuts and the first step in the long process is not to tell adults what they need to know, it is to help them want what they require. This means involving participants in identifying their own educational deficiencies, in selecting the experiences most likely to help them make good these deficits and in assessing whether they have learned what was intended, not merely whether they took part in the experience or even whether they liked it. And if the final evidence clearly demonstrates that the desired learning did not occur, then they must look again at both the objectives and the instructional methods to see where change is required.

In sum, continuing education should be continuing self-education, not continuing instruction. If this desirable goal is to be accomplished there must be a broadening of the orientations towards learning of both the continuing learner and the continuing educator. The broadening process will require a movement away from the academic content model of adult education which encourages dependence on teachers, to a process model which encourages a significant and increasing measure of self-reliance; a shift away from a pre-occupation with institutions, courses and methods, towards an augmented concern for educational diagnosis and the co-operative establishment of realistic priorities for learning.

The adult educator with a restricted job-orientation is probably not unlike the rural families and individuals who are the objects of his efforts: until he recognises a need to know or change it is unlikely that he will learn. There are many roads to improved continuing education. One responsibility which sits squarely on the shoulders of the adult educator is to ensure that his job-orientation does not impede the effective and continued learning of his adult students. I trust it cannot be said of Australian continuing educators as, in the words of Pogo, has been said of others - "We have met the enemy and they are us."

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Paper No. 8.

"THE FUTURE CONTRIBUTION OF THE NEW ZEALAND UNIVERSITIES TO ADULT EDUCATION"

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THE FUTURE CONTRIBUTION OF THE NEW ZEALAND UNIVERSITIES TO ADULT EDUCATION

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1. HISTORICAL BACKGROUND

If one disregards a few ill-starred excursions into university extension of the English nineteenth century type, it is correct to say that the constituent colleges of the University of New Zealand first became involved in adult education work through their partnership with the District Councils of the New Zealand Workers' Educational Association (W.E.A.). This voluntary body was founded in 1915 as the result of the missionary endeavour of two Australians. The development of the W.E.A. in New Zealand over the period between the two wars was not unlike that of its Australian counterparts during the same period. During this period, too, the university colleges were also associated with some rural adult education schemes mainly for the benefit of country women.

Over the period 1920-1947 the university colleges were the legal employers of most of the small corps of full-time tutors who were then working, but the colleges did not for the most part operate directly in the adult education field. The colleges and their tutors worked through the W.E.A. and other voluntary associations. A Council of Adult Education was first set up at national level in 1938 in order to control the distribution of government grants made for adult education purposes. The four colleges were charged with the supervision of the administration of most of these grants which were used to subsidise the work of the W.E.A. and other voluntary associations, but still the colleges did not run adult education programmes themselves.

The Regional Councils of Adult Education

In 1947, in pursuance of the Adult Education Act of that year, a National Council of Adult Education was established and assigned the general function of promoting and fostering "adult education and the cultivation of the arts". The 4 university colleges were empowered to administer adult education in the four regions or university districts into which New Zealand was divided. Each university college was required to set up a regional council of adult education upon which voluntary associations had substantial representation, but the ultimate responsibility for the administration of the College's adult education grant and programme was vested in the college council. The National Council acted as a grant-distributing and co-ordinating body. It had a professional staff of only one executive officer and did not itself undertake the organisation of programmes. At this time, however, the colleges and their tutors began to organise class programmes directly without using voluntary associations as intermediaries in the way that they had done before 1948.

Grants were increased after 1947 and additional full-time tutors were engaged. Over the period 1948-1963 there was a considerable expansion of adult education work undertaken directly by the university colleges. There were no regulations or directives to restrict the kind of "adult education and cultivation of the arts" which the colleges might promote. Not only was the number of tutorial courses increased, but numerous week-end and vacation schools were organised. Increased numbers of discussion courses were supplied to tutorless groups. Tours of professional musicians and of theatrical, opera and ballet groups were arranged. Travelling exhibitions were mounted and toured. Great numbers of practical courses in home science, arts and crafts, drama and music were organised in town and country. During the early part of this period there was no fastidious concern about the academic level of the activities undertaken.

During the fifties, however, there also occurred a rapid expansion of programmes of evening classes for adults at secondary schools, and it was soon perceived by both social and university organisers that there was a danger that overlapping between school and university adult programmes might occur, especially in the fields of homecraft and the arts. In the later fifties and early sixties, moreover, there was no substantial augmentation of government grants to university-sponsored adult education, and university departments of adult education began deliberately to curtail their activities in the fields of study in which the secondary schools could offer tuition. At the same time the university departments of adult education began to co-operate more closely with other university departments and to devise higher-level programmes including refresher courses for members of the professions.

II. THE PARRY REPORT AND RECENT RE-ORGANISATION

Towards the end of the 'fifties the re-organisation of the New Zealand universities was in progress. By 1958 each of the four university colleges had assumed the appellation of "university". By 1962 the four universities were autonomous and two new universities were emerging. The fundamental document in which plans for these changes were discussed was the Report of the Committee on New Zealand Universities (the Parry Report) of 1959. This report declared that "university extension activities ought to play an increased role in the developing pattern of higher education in New Zealand". The Parry Committee thought that the adult education organisations of the universities should pay more attention to "university extension" than in the past, but did not suggest any curtailment of "traditional" adult education. The kind of university extension envisaged was described as "facilities to allow professional, scientific, and technological workers, no less than technicians, to renew and refresh their skills by conferences, short courses and seminar types of experience" as well as "programmes of courses, conducted perhaps in the evenings and leading to certificates or diplomas, at a lower level than that required for a degree". Such courses, the Committee thought, would help to promote New Zealand's social, economic and cultural development.

Once the universities had become autonomous, the arrangement by which their activities in adult education were administered by regional councils with strong outside representation came to be looked upon as anomalous. By the Adult Education Act of 1963, the regional councils were abolished and the constitution of the National Council of Adult Education revised. The universities have since then received their grants for adult education work directly from the University Grants Committee and have been left free to administer these grants as they think fit, so long as the funds are applied to adult education purposes. The National Council now has the general function of co-ordinating the whole field of adult education throughout

New Zealand and has the specific power of advising the University Grants Committee on the allocation of funds to the universities for adult education purposes.

Departments of University Extension

The four original universities have constituted their adult education organisations as academic departments of university extension or extension studies. The two new universities have not yet set up departments of university extension, but are likely to do so at the beginning of the next quinquennium which starts in 1970. The complete incorporation of departments of university extension within the academic communities has inevitably affected the work patterns of the staffs of these departments. Staff members are in almost all cases now designated "lecturers" and are expected to engage in scholarly work such as research and writing as well as in teaching and programme development (as at Victoria we now call ~~the more~~ sophisticated aspects of the function which we once simply called "course organisation"). Strengths of administrative and secretarial staff have been built up to the ratio equivalent to one secretary for each two lecturers. This improved provision has enabled lecturers who plan courses that are to be conducted by part-time tutors to devote more time to curriculum development, discussion of appropriate methodology and course evaluation and to spend less time on the mechanics of class organisation.

Directors of university extension are now members of Professorial Boards (Senates) and in Victoria University at least, lecturers are members of the faculties appropriate to their teaching disciplines or programme development functions. Partly in order to ensure that they maintain close contact with their academic communities, extension lecturers have been withdrawn to university centres from all other centres except Hastings (Hawke's Bay) and Invercargill (Southland). Moreover the concentration upon more specialised and more exacting courses has made university extension programmes less likely to attract adequate enrolments in the smaller centres and there has therefore been less reason to maintain resident lecturers in these places.

III. RECENT PROGRAMME TRENDS

The recommendations of the Parry Report gave a fillip to the interest in refreshment and enrichment courses of a vocational nature. Courses of this kind, e.g. the bank officers' course that had been organised at Victoria University since 1955 were not entirely new. Victoria and other universities had organised courses for teachers and social workers. But after 1959 the number of these courses increased steadily. Courses in management, commercial law and similar fields, for instance, executives, construction managers and engineers have been developed at Victoria. The University of Auckland has organised special courses for architects. But the most highly developed programme of this type is the series of refreshment and enrichment courses for graduate engineers and technologists offered by the Department of Extension Studies of the University of Canterbury.

Another type of course that has made its appearance on the university extension scene is the type of seminar in which a problem of local or national importance is studied by a group of specially interested participants upon the basis of a series of papers prepared by university and other experts. Recent examples have been two study conferences on Lake Weeds at Rotorua organised by the University of Auckland and the Seminar on Fisheries Development in New Zealand held at Victoria University of Wellington.

Certificate Courses

At sub-degree level a two-year extension certificate course in Social Studies which is of special interest to persons engaged or interested in social work was pioneered by the University of Auckland early in the 'sixties. Now a similar course and other courses leading to the award of extension certificates in industrial relations and personnel administration have been offered by Victoria University. The University of Auckland has recently instituted a certificate course in criminological studies. Students in these courses have to complete substantial home study assignments and pass examinations. Of a less formal nature but of equally specialised appeal are the seminars for trade-unionists organised by Victoria and Otago Universities.

Liberal Studies

For all these new developments in specialised fields, however, most of the present work of the departments of university extension still lies in the general field of liberal studies which is likely to remain the core of university extension work. If the Parry Report stirred us to move in the direction of specialised courses of a vocational nature, this impetus was counteracted by the visits of Professor Raybould who did not fail to remind us of the virtue of liberal studies not only for the general citizen inclined to serious study but also for the graduate who seeks intellectual refreshment outside his basic discipline. Such limited enquiries as have been made into the composition of the student body in the liberal studies courses reveal a substantial proportion of people with university or other tertiary education. The large Auckland metropolitan evening programme is predominantly a programme of liberal studies. Major residential schools such as the long-established Cambridge (Auckland) Music School, the Auckland Art and Design School, the Wellington Summer School on Visual Arts, Victoria's Field Schools on Geology and Ecology are basically liberal in nature. The main change in liberal studies courses run by extension departments in recent years has been the trends towards longer courses in studies that commence at a relatively elementary level and towards greater emphasis on home study between class sessions.

The discussion course - that adult education form which originated in New Zealand - is now almost extinct, but Victoria has kept a small programme going along the lines of the Sydney University programme. This programme which depends more on collections of readings and books and on short study guides than the cyclostyled lecture notes of the Sydney kind is slowly beginning to expand again after almost vanishing from the scene.

Voluntary Bodies

You may wonder what has happened to the work of the voluntary associations, notably the W.E.A. Some W.E.A. branches have closed down, but in six major centres the work of the Association carries on. W.E.A. centres at Christchurch and Wellington have extensive programmes of evening classes and run annual summer schools. The level of study in W.E.A. classes may be described in a very approximate way as intermediate between the general level common in secondary school classes for adults and the level attained in university extension classes. The great flexibility of W.E.A. organisation gives the Association an advantage over these school classes. The various W.E.A. centres now receive grants from public funds through the medium of the universities in accordance with principles established at the time of the abolition of the regional councils of adult education at the end of 1963.

Other University Departments

In a review of recent trends of university work in adult education I should not omit to mention the activities undertaken by university departments other than departments of university extension. Several university departments, such as that of Accountancy in Victoria, run refresher courses for graduates in their special fields, usually in conjunction with the appropriate professional associations. This practice does not appear to be increasing. The Department of Extra-Mural Studies at Massey University conducts courses in selected degree subjects, mainly by correspondence, for adult students who by reason of their place of residence, occupation or family responsibilities are exempted from attendance at a university. I am not sure whether such study for a degree is to be counted as "adult education" in the present context.

Some Statistics

In order to give a very approximate idea of the volume of adult education activity organised by the departments of university extension in New Zealand I quote the following figures for 1967:-

Enrolments in formal extension courses of various lengths	17,274
Enrolments of W.E.A. courses sponsored by extension departments (Canterbury and Victoria only)	3,631
Attendance at single lectures and recitals (Canterbury and Otago only)	12,000(approx)

Whether or not the numbers attending university extension courses will increase substantially in the near future is not easy to predict. The amount of finance available will obviously be a deciding factor. Another factor will be the level at which courses are run. The number of potential students will increase with the rise in the general level of education and particularly with the steady increase of tertiary education.

IV THE FUTURE CONTRIBUTION OF THE UNIVERSITIES

I find that in outlining the recent trends in university adult education over the last two decades of relatively rapid change, I have to a large extent already indicated the probable nature of the future contribution of the universities to adult education in New Zealand. It will be clear from the foregoing outline that the work of the university extension departments is being more closely linked with other departments of the universities and is likely to assume a more distinctively university character over the years to come.

Other Agencies

This tendency is being encouraged by the increase in the number of secondary schools which are now able to offer evening classes in fields of study, e.g. pottery and other crafts, that were formerly cultivated by university adult education organisations. Unfortunately, however, the adult education ventures of the secondary schools tend to be sporadic. The initiative in establishing new classes is left to the individual school which is controlled by its own board. There are no adult education officers in the State Department of Education whose duty it is to co-ordinate and develop adult programmes in secondary schools in accordance with a definite policy. The process of university extension withdrawal from some fields of activity would be greatly facilitated if such officers were available. The recent development of new institutions of tertiary education in the form of technical institutes has diminished the demand for university extension departments to offer courses in some vocational fields, e.g. science courses for technicians, certain commercial courses, but the advantage of this development is limited since the work of technical institutes is strictly confined to vocational education.

Post-graduate and Post-experience Courses

Without doubt the universities, and their extension departments in particular, will in the future be required to offer an increasing number of refreshment and enrichment courses for graduates, as the number of graduates in New Zealand grows and the rate at which new knowledge accumulates tends to accelerate. The universities will also be in a position to offer similar courses to various categories of professional workers who may not be graduates but who have had basic specialised training of a tertiary nature under professional auspices or in institutions such as teachers' colleges, technical institutes, etc.

Such courses will depend heavily upon tuition by university teachers and on university resources generally. Considerations of economy in the time of teachers and students and the difficulties of securing suitable accommodation in university cities will bring home to the universities and associated professional organisations the need to provide special residential accommodation for adult students in post-graduate and post-experience courses. This need is especially urgent in Wellington where the teaching resources of the national capital as well as of the university are available, but where accommodation is notoriously difficult to obtain.

Residential Centres for Adult Students

I need not expatiate on the educational advantages of learning in the residential situation to a group of adult educators. There will also be a further advantage in the provision of residential accommodation for adult students in association with universities in the immediate future. As the courses offered by the departments of university extension become more specialised and attain higher levels, there will be less likelihood of assembling sufficient numbers for such courses in outlying centres, and one of the most effective ways of providing tuition for interested residents of these places will be to offer residential courses in the university city.

Provision for Outlying Centres

There is, in my opinion, a strong case for re-developing our discussion course programme on more rigorous lines in order to supply the needs of residents of outlying centres. Whatever is done about discussion courses, however, the universities will certainly continue their practice of running weekend and other schools - often linked in series to form a substantial course - in non-university centres where sufficient enrolments can be obtained. Studies undertaken in such schools or in discussion courses can be supplemented by residential courses at the university itself, as explained above.

In order to counteract, to some extent, the trend towards centralisation of services in university cities it will be wise to continue the New Zealand practice of maintaining university contacts with local adult education committees in major centres outside the university cities. In the Victoria University district we propose to continue to pay modest honoraria to "liaison assistants" who co-operate with these committees and other local organisations in making arrangements for weekend schools and other university activities in their localities. There is a case for maintaining resident lecturers in some non-university centres if there is a sufficient concentration of population to ensure that an adequate volume of genuine university extension work can be maintained. Victoria University proposes to leave its resident lecturer in Hawke's Bay where there is a concentration of urban population of some 85,000 in and around Napier and Hastings, but provision will have to be made for the lecturer there to return to the university city after a short term of years so that he can renew his contacts with the university community.

Radio and Television

The universities are now considering the potentialities of radio and television for their extension work. There is now a likelihood that radio broadcasting time will become more generally available for educational work than in the past, and it is anticipated that some experimental courses will be run in the near future. Owing to the limited television time available in New Zealand and the cost of the use of this medium, it is likely that university extension teaching by television will be very limited in the foreseeable future. In the case of the Victoria University extension department at least, it has been decided that the department will only associate itself with those courses broadcast by radio or television in which provision is made for the registration of students who will undertake to study the prescribed texts and complete the assignments which will be an essential part of the course.

Certificate Courses

It is not completely clear what is likely to be the future of these sub-degree courses. It may be contended that courses of this kind should eventually be taken over by technical institutes, but I can see objections to this in some cases, as for example in the certificate course in industrial relations. In this case students see an advantage in the course being run by the university which is an institution in a better position than government and most other bodies to take a dispassionate view of labour relations. A certificate course in religious studies has been suggested. Such a course would scarcely fit into the traditional programme of a technical institute. It seems likely that each proposal for a university extension certificate course should be considered ad hoc on the basis of the subject matter to be studied and the special contribution that the university can make.

Studies of Public Issues and Education of Leaders

The unique independent position of the university as well as its resources of knowledge make it a specially suitable institution for conducting seminars and courses in which important and complex matters of public concern are examined, or in which leaders in society, government or business are given opportunities to study the principles that lie behind some of the operations in which they are engaged and to discuss the practical implications of these principles. University teachers, usually in association with experts from other institutions, can throw new light on many public issues for men who are preoccupied with day-to-day questions. It is likely that as the experience of university extension departments grows, it will be possible to offer seminars for community leaders on such matters as civil liberties, conservation, regional development, censorship, educational broadcasting and the like.

Liberal Studies Courses

Whatever developments there may be in these relatively new fields of university extension activity, a great deal of the work of the extension departments will remain in the general area of liberal studies which should be taken to include courses in the different sciences for students who are not specialised in the science studied. The main difficulty with such courses is to decide what criteria should be applied to determine whether a course is appropriate to a university extension programme. This difficulty has been the subject of much debate. To give an idea of some of the thinking that has been going on in New Zealand on this matter I give below some criteria which I have worked out in discussion with my colleagues at Victoria University. We are not yet satisfied with this set of criteria but we find it to be a useful guide to help us in assessing the suitability of courses.

"1. The content of courses should be supported by an adequate fund of systematically organised knowledge based on research and related to the general body of knowledge (e.g. a relatively new field of study such as management should be connected to some extent with longer established disciplines such as psychology and sociology).

2. When facts and techniques are imported they should be related to general principles (e.g. teaching of practice in art classes should be combined with discussion of the theory and history of art).

3. Courses should be part of a programme that provides for progression from lower to higher levels (e.g. psychology A (first year) would lead to Psychology B (second year) which could be followed by study of psychology for B.A.).

4. When for some reason a course is commenced at a level of study lower than that obtaining in intra-mural studies, the course should be so designed as to ensure that that level is attained before the conclusion of the course.

5. Courses should be of sufficient duration to enable students to attain a worthwhile goal (e.g. courses at introductory stages would tend to be long; courses at advanced levels may justifiably be short).

6. The subject matter of courses should be treated in a scientific and detached manner consistent with the university's devotion to the pursuit of truth.

7. The teacher of a course should be a university teacher or a person with comparable qualifications in his subject and a like commitment to scholarly enquiry. His approach to teaching should include a recognition of the distinctive qualities and special needs of adults.

8. Students in university extension courses should be expected to undertake home study related to their courses and, where appropriate, submit written or other individual work to their teachers.

9. In university extension courses every effort should be made to ensure as close teacher-student relationships as possible by organising long courses, restricting enrolments, providing residential facilities and other means".

Already a good deal has been done to fulfil these requirements by extending many courses to 24 lectures, by limiting enrolments to 40, by eliminating purely practical courses, by prescribing reading, etc. etc., but it is anticipated that these criteria will be refined and more strictly applied in the future, so that the distinctive character of a university extension course in liberal studies will be plain for all to see.

In these general extension courses in liberal studies it is not customary to lay down prerequisites for entry. To do so would be contrary to the New Zealand university tradition. Any person over 21 who satisfies the university that he has a reasonably adequate educational background is granted provisional matriculation. In the case of extension courses the most effective way to ensure that only people with adequate educational background and motivation enrol is to publish a careful description of the course offered mentioning text-books that must be read.

Research and Teaching in Adult Education

I have mentioned above that extension lecturers are expected to engage in scholarly work such as research and writing. Some carry out research in their basic disciplines but others - especially those who are engaged mainly in programme development rather than teaching - are encouraged to undertake research in the field of adult education itself. The amount of research undertaken in this field in New Zealand is regrettably exiguous, and the lack of exact knowledge based on research hampers all serious efforts to establish courses of instruction in adult education for which there is already a clear need.

In the next few years the Departments of Education and University Extension at Victoria University will collaborate to ensure that research in adult education is encouraged. It is expected that the first courses in adult education will be of the usual extension class type. Later it may be possible to offer an extension certificate course, and to include adult education units in Dip.Ed. and B.Ed. programmes.

Research and teaching in adult education is clearly a university function and can be said to have been neglected in New Zealand. It is estimated that more than 200,000 people take part in various kinds of adult education programme each year.

International Co-operation

It is appropriate for me to conclude this paper by stating that we in New Zealand look forward to increased international co-operation, not only in the exchange of visits by professional adult education staff but also in the organisation of overseas study tours for groups of adult students. We at Victoria have been fortunate in being hosts to two study parties organised by the University of Adelaide and in having sent one study party to South Australia. We look forward to an increase of these study tours to and from Australia as well as further afield and to a gradual refinement of the procedures adopted. We in New Zealand are still in the pioneering stage in this sphere of activity.

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Paper No. 9.

"THE FUTURE CONTRIBUTION OF THE NEW ZEALAND UNIVERSITIES TO ADULT EDUCATION"

Mr. D. Rutherford

Director of Adult Education

University of Canterbury, Christchurch, New Zealand

August 20, 1968.

THE FUTURE CONTRIBUTION OF THE NEW ZEALAND UNIVERSITIES TO ADULT EDUCATION

by

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In the last thirty years, the New Zealand Parliament has passed three Adult Education Acts, in 1938, 1947 and 1963. The third and last piece of legislation in the series is the basis of the present system of adult education in New Zealand and differs from its predecessors on the fundamental question of formal relationship between the university and adult education generally. Previously, adult education conducted through the National Council-Regional Councils of Adult Education (1947 legislation) was not an integral part of the university system. As a consequence of the 1963 Act, the universities became involved not only in the provision of extension work appropriate for their academic sponsorship, but also in the wider field of general education for adults through an arrangement that the universities would act as grant-making bodies to adult education voluntary organisations located within their districts. The University Grants Committee, not by statute contained in the 1963 legislation but by inference implicit in one of its sections, replaced the National Council of Adult Education as the channel through which public funds might be made available for adult education work undertaken either directly by the universities themselves or by adult education organisations formerly associated with the Regional Councils, and for the duration of the quinquennium, 1965-69, "tagged" grants for "university extension and adult education" were disbursed by the Grants Committee to the four universities, the "tag" being that these amounts could not be used for any other purpose. This procedure is not normal practice of the Grants Committee in New Zealand and should be regarded as a short-term arrangement devised for a period of transition. At this point, it is useful to summarise and illustrate the change in the following table:-

Grant Machinery, 1947 and 1963

1947 Legislation	1963 Legislation
Appropriation: Annual	Appropriation: Quinquennial
National Council of Adult Education (By Statute)	University Grants Committee
Regional Councils of Adult Education (Statutory Bodies in each university district)	Universities
Regional Council Programmes (direct provision)	University Extension or University Adult Education
Programmes conducted by Adult Education Voluntary Organisations	Programmes conducted by Adult Education Voluntary Organisations.

In considering the present grant machinery, it should be noted that the National Council of Adult Education, re-constituted after the 1963 Act, continued to carry out one of the responsibilities of the former Council, the responsibility of allocating funds to organisations at a national level. Accordingly, organisations with national as well as district commitments and functions are able to receive support from public funds through two distinct channels; for national requirements from the National Council of academic scrutiny and administration of their extension work, anticipated that closer academic and professional relationships would be developed within the universities, especially in the planning of courses offered by full-time extension lecturers and in the provision of high-level refresher courses by internal departments, envisaged by the Parry Committee as a major university extension function. Finally, in this connection, it is necessary to refer to the general acceptance by each university of the responsibility to make financial grants to voluntary organisations from the "tagged" amount received from the University Grants Committee. In the absence of national expression of opinion or of an indication how the system might be regulated and operated, machinery for grants to voluntary organisations was set up locally and independently by the four universities. These arrangements were to some extent a compromise arising from past relationships within Regional Council constitutions and membership, and as a result of lack of definition nationally, were subject to two distinct and at times, discordant interpretations. These interpretations were based on past regional procedures and centred on the question whether or not grants would be made to voluntary organisations to finance programmes at their discretion or whether programmes supported by public funds from the University Grants Committee should be subject to approval under conditions laid down by the universities. Irrespective of assumptions based on local tradition, the fact that these funds are received from the University Grants Committee under certain conditions determines clearly the present responsibility of a university to control and supervise expenditure in this sector of adult education within its district.

It should not be inferred from comments in the preceding paragraph that a number of rule-of-thumb decisions produced a system with a significant proportion of incompatible components. There are few adult education systems exempt entirely from inconsistencies and in the New Zealand setting, there appear to be no apparent reasons why the universities should not continue to influence activities in sectors of adult education outside the scope of their extension work. In the long run, it may be that

Adult Education; for local requirements through the university in its district from the "tagged" grants received from the University Grants Committee. In this situation, an organisation can find itself dealing with five sets of policies and regulations, the first laid down by the National Council and the rest by the four universities acting independently as autonomous institutions. However, the major function of the National Council of Adult Education at the present time is to be found, not in the provision of public funds for adult education at a national level, but in its statutory responsibility "to furnish information and advice to the University Grants Committee and the Director of Education on any matter related to adult education" and in order to carry out this task effectively, the Council is involved in a close relationship not only with the University Grants Committee and the Department of Education but also with the universities.

The implications of the change in formal relationships between adult education and the university system after 1963 are clearly far-reaching, although in some quarters, these implications are still realised imperfectly. For example, the departments of university extension (or of adult education) established by the universities during and after 1964, are no longer district agencies working through and under the statutory supervision of a non-university National Council of Adult Education, but are responsible to their universities for the quality of their programmes and the effectiveness of their organisation. Their present and future work areas are circumscribed in comparison with the terms of reference by Regional Councils of Adult Education. Furthermore, the re-classification of the majority of Regional Council tutors and tutor/organisers to the academic status and salary scale of university lecturers, in part a restoration of parity in salary scales in existence until 1960, implied that one of the defects of the Regional Council system emphasised by the Committee on New Zealand Universities, 1959, (the Parry Committee), namely, the absence of a significant programme of university extension work, would be remedied to some extent by the standard of courses offered in the future by full-time extension lecturers. Again, the establishment by each university of procedures for informal influence, discussed at a later stage, rather than formal grant control of voluntary programmes would be more beneficial educationally to the community at large. Accordingly, and with some substance, a case can be argued that the administrative mechanics of a district grants system, inhibit and affect adversely the potential benefits of co-operative relationships between the extension departments and their universities on the one hand and some voluntary organisations on the other, and divert attention and resources from research and teaching in the theory and practice of adult education, a potential development by extension departments to be welcomed by voluntary organisations as a means of assistance in the solution of current problems faced in planning, organisation and the selection of long-term objectives. However, before the question of a separate adult education grant system can be considered adequately in detail, the essential requirement is the establishment by national regulation of the minimum standards in adult education activities considered to be appropriate for financial support from public funds, such regulations to include not only work conducted by voluntary organisations but also the adult "hobby" class programmes financed and controlled by the Department of Education.

In the rest of this paper, because of its limited scope, attention is given exclusively to the question of contribution to adult education through university extension departments in the next ten years, and it is therefore necessary to clarify criteria distinguishing university from non-university work in adult education. At the present time in New Zealand, resulting partly from tradition and partly from the problem of transition from one system to another within a brief period of four years, there seem to be emerging two distinct approaches to university extension, the first emphasising the provision of specialist programmes and the second offering a more comprehensive pattern of university adult education. Obviously, both approaches share common ground. For example, it is possible for a comprehensive approach to include as part of its programme a selection of refresher courses for specialists and concurrently, in departments where primary emphasis is placed on the provision of specialist courses, a proportion of the programme falls into the comprehensive category. But, in a general way, the distinction between the two approaches centres on four policy criteria crucial to the consideration of future university extension developments, these criteria being Educational Purpose, Subject Areas, Enrolment Systems and Duration of Courses. Without explanatory detail, these criteria are summarised in the following illustration:-

	Comprehensive	Specialist
Purpose	Community, Public Education in various forms.	Programmes planned specifically for the "educated".
Subject Areas	Wide range of subjects, cultural interests, practical courses.	Subject range restricted in order to approximate to university disciplines.
Enrolment System	In general, "open" to the interested public.	Selection by educational pre-requisites for enrolment.
Duration	Courses vary in duration: use of short courses in the expectation that more substantial interest will follow.	short courses used only for specialist refresher work.

It would be a fallacy to suggest that the illustration is an attempt to demarcate "U". From "non-U" in university adult education. Samples of "non-U" in both categories are present in New Zealand extension programmes of recent vintage (up to December, 1967) and at the risk of adopting the method of a bull in a china shop, a selection of these are listed below obviously not in order of merit or demerit:-

Public Speaking

Certificates of a standard below a pass degree

Courses based entirely on a class prescription for practical work

Specialist and occupational courses lying within the educational purview of the Polytechnic and Technical Institutes.

Courses in any category attracting marginal enrolments irrespective of the centre or district where these courses are held

Short courses (for example, of ten lectures) planned to attract an "open" enrolment from interested members of the public

These samples are not offered as isolated pieces of criticism of the way extension departments in New Zealand have faced up to their new responsibilities, within the limits of available resources in finance and staffing these responsibilities have been carried out effectively, but are presented as evidence that the second stage of programme modification and change derived from the 1963 legislation has been reached. Selection of items for deletion presents little difficulty but selection for substitution and for programme development rests on policy decisions dealing not only with university extension at the present time but also in the future. It cannot be assumed that policies and sets of criteria designed for a period of transition will be an adequate or satisfactory basis in considerations of long-term development.

The grounds for formal university participation in restricted sectors of adult education are well known and usually emphasise a responsibility to disseminate new knowledge, to encourage objective thought and a need to associate universities with the societies to which they belong. In the New Zealand context, university extension is one of a number of university channels of influence and communication outside its walls. Participation in the teaching of adults by individuals however effective and worthwhile educationally is no substitute for official university involvement within defined limits under university academic scrutiny and control. Such procedures are all the more necessary in view of potential misconceptions concerning the relationship between internal university standards and the quality of extension work or adult education appropriate for university sponsorship. A university standard is measured and defined by examination and with the exception of extension certificates, is not strictly relevant to the assessment of extension programmes, unless the function of university extension is restricted to graduate education. A restriction of this nature is hardly practicable in New Zealand owing to the increasing interest and support by non-graduate professional and occupational groups in specialist courses during recent years. Also, in an adult class, the normal patterns of academic teaching give way to some extent to adult dialogue and discussion, bearing in mind that information has to be interpreted and learnt and techniques acquired and mastered. In order to relate this educational process to university education, the essential requirements or criteria are selection of adult students, offerings of substance in areas of university disciplines and subjects, and approved university qualifications and personal qualities of lecturers. The criteria are applicable equally to specialist refresher courses of an intensive nature, possibly of short duration, and to courses of at least a year's duration designed to raise individual standards of judgment, taste and discrimination. In countries such as New Zealand, with developed facilities for elementary, secondary and tertiary education, formal university extension is appropriate only for university sponsorship when it takes the form of education for the "educated", and within this field lies the future contribution by New Zealand Universities in the coming decade. In my opinion, the time is now due for university extension departments in

New Zealand to adopt stringent conditions of provision and to carry out a further withdrawal of resources in finance and staffing from work not conforming to criteria of the kind suggested above. A considerable proportion of present committed resources would become available immediately for developments such as graduate education by individuals or in courses, in research and teaching of adult education as a field of study, for training courses planned to assist part-time lecturers and demonstrators, especially those persons engaged by voluntary organisations, and in special projects such as day-release extension courses for trade unionists. In extension developments of this kind, close professional associations with internal departments and colleagues are essential and in passing, it should be noted that the proportion of extension courses within current programmes taken by internal academic staff varies widely from department to department. Availability of staff is one factor but not the only and, by no means, the major factor in this situation.

In their history and government, New Zealand universities have been and are closely connected with the districts in which they are set, the sense of identity being strong in smaller centres of population. Here, the university is regarded as belonging to that part of the country, in spite of the possibility that a high proportion of its students may come from other parts of New Zealand. Consequently, the influence of what might be described as provincial pragmatism enters into considerations of university extension planning. This term is not used in a derogatory way. Within sensible limits, a sense of neighbourhood is helpful to extension development. Practical intervention in developing social contexts has an honourable tradition and place in adult education, dating back to the early partnership of the English universities with the Workers' Educational Association.

Opportunities for partnership, co-operative enterprises with other educational institutions and voluntary organisations, counselling, advisory and information services are a continuing feature of the future contribution of university extension departments to adult education. How these opportunities are developed is a matter for policy decisions by individual universities.

Paper No. 10.

RURAL ADULT EDUCATION

REPORT BY SYNDICATE 'A'

Australian Association of Adult Education

1968 ANNUAL CONFERENCE

MEMBERSHIP OF SYNDICATE "A"

RURAL ADULT EDUCATION

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Mr. M. Hand
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Mr. E. Kalulu
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Mrs. N. Summers
Mr. A. Wesson
Mr. E. Williams
Miss B. Anderson
Mr. A. Dunton
Mr. C.M. Ebert
Mr. P. Pieraccini
Mrs. M. Spencer

At our first meeting we enjoyed getting to know each other, and each other's work background. We then tried to set a group goal, and came up with:

1. sociological necessity of rural adult education;
2. objectives;
3. differences of provision;
4. adequacy of that provision

This was altered very much during the discussion, but is still worth reporting.

We tackled the first section, but fairly soon found it easier to separate metropolitan from non-metropolitan than city from rural. Even more distressing we found the differences of insufficient weight to make considering them useful. And so we scrapped the word 'rural' from our title.

The phrase "sociological necessity' was our next concern. Again we discovered that the data in our main papers was not significant enough in our work and concerns to give us the major basis for conclusions. Instead we shifted our emphasis towards individuals, and agreed on a rough short list of aspects of life that would give us a basis:

vocation;
self-fulfilment;
leisure;
personal relations;
relationship to environment.

After long discussion we found ourselves at the end of the second session generally agreed on a rough philosophical position.

At that point new members joined the group, and challenged both our consensus, and the reality of our group's activity. We grappled with these challenges, and what resulted was a determination to talk about concrete matters. In fact, we began to talk about the work of each of us did. Some members were happily surprised by the diversity of approach in Australia. From that arose the suggestion that someone compile Australian and State directories giving the address of each institution and some details of the services offered, particularly in non-metropolitan areas. We agreed to include some organisations which are only marginal to adult education.

We then discussed two kinds of research: one in which the initiative comes from the community, and one which is external and professional. Both have a function.

Back then to the directory. Without committing the Association to anything, we set up a small corresponding working-party of NELSON, HAND and WESSON. Nelson agreed that his Department would undertake the work of collecting and collating the material received from state sources.

Finally, it was suggested that we were a group of anti-heroes, who had attended a non-event, and come up with a SET OF INCONCLUSIONS.

Paper No. 11.

"RESEARCH IN ADULT EDUCATION"

SYNDICATE 'B' PAPER

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PROGRAMME EVALUATION RESEARCH IN ADULT EDUCATION

by

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Outline of the paper:

- Prefatory note
- Definition of terms
- What is evaluation?
- Is evaluation worthwhile?
- Procedures for evaluation
- What to evaluate
- Sources and characteristics of programme objectives
- Gathering the evidence
- Processing the evidence
- Some evaluation models
- Conclusion.

Prefatory note

At the Seventh National Conference of the A.A.A.E. held in Adelaide last August, the Research Syndicate resolved to recommend to the Executive that provision should be made at the next annual conference for a syndicate devoted to the continuing discussion of adult education research. The present syndicate meets as a result of this request.

There are at least two reasons why the meeting of this Research Syndicate should be so important. In the first place it represents the growing recognition by many adult educators of the urgent need for research in adult education and the need to encourage those amongst us who are interested in conducting research to meet together to discuss our work. The second reason lies in the general theme of this conference; "Adult Education in Australia : the Next Ten Years." If trends now evident in other developed countries are anything to go by, the next ten years will witness new and increasing demands for the provision of adult education in Australia, demands which can only be met by thorough planning based upon systematic and precise research.

With this in mind, it seems to be all the more urgent that we should make significant progress in the field of programme evaluation research. This is the topic to which the present paper is addressed.

Definition of terms

The term programme in adult education has been given so many meanings in so many contexts that it has become a very imprecise and elusive concept. For the purposes of the present paper, I shall define programme as a plan of educational activity which includes objectives, content, processes and procedures. Evaluation is the process of determining the extent to which the objectives of the programme have been attained. It seems to me that programme evaluation may legitimately be termed research to the extent that it employs the research techniques of the social sciences.

What is evaluation?

Evaluation research involves trying to ascertain whether or not some goal is being achieved by the programme. In other words, if education aims to produce growth and change in people (in their knowledge, skills, attitudes, behaviour) evaluation in education aims to assess the extent of this growth and change which is the outcome of particular educational experiences.

Programme evaluation in adult education must go beyond counting attendance and obtaining some index of participant happiness or satisfaction, yet this is the level at which most attempts at evaluating adult educational activities stop. Under pressure to provide as much educational opportunity as possible within the stringent limits of pitifully inadequate resources we tend to gauge the worth of our work (or others gauge it for us) in terms of the number of students we have, the income derived from fees or the number of courses we teach or organise. These are the readily quantifiable aspects of adult education. But we must go beyond this limited view of our work and of the task that we are about.

Is evaluation worthwhile?

There are some amongst us who might consider that evaluation is alien to the nature of the adult education enterprise as it restricts the freedom which is so vital to adult learning. However, I take the view that the whole matter of evaluating the quality of what we do in adult education is of crucial importance. As adult educators we should look critically at the courses we offer to estimate to what extent our objectives have been met, to what extent our efforts have been otherwise productive, and what can be done to increase our productivity. As Dressel (1961) points out, the alternative to evaluation research is decision making on educational matters on the basis of prejudice, tradition and rationalisation, all of which are inconsistent with the aims of education. In fact, of course, there is no acceptable alternative to programme evaluation.

Wilson Thiede (1964, p.292), writing on the subject of evaluation and adult education, underlines the difficulties inherent in the complex process of evaluation research:

> Evaluation is a difficult and complex process for several reasons: 1. Goals or objectives are frequently unstated or when stated, are sometimes vague, almost always broad and comprehensive, and not agreed on; 2. the individual is complex and constantly changing - he doesn't stand still while measurements are made; 3. it is difficult to devise ways to measure the educational changes taking place; 4. interpretation of results under these limitations is an uncertain and diffic-

> ult process. Nevertheless, if the needs for which it is undertaken are to be met, evaluation must be done, and the means and requirements for its accomplishment must be continually improved.

Whilst the writer is cognisant of these difficulties inherent in assessing programmes of adult education, the advantages in terms of programme development, helping the growth and development of individual adults and the professional growth of adult educators, would tend to indicate that thorough evaluation is worthwhile. Figure 1 demonstrates a strategy for continuous programme improvement.

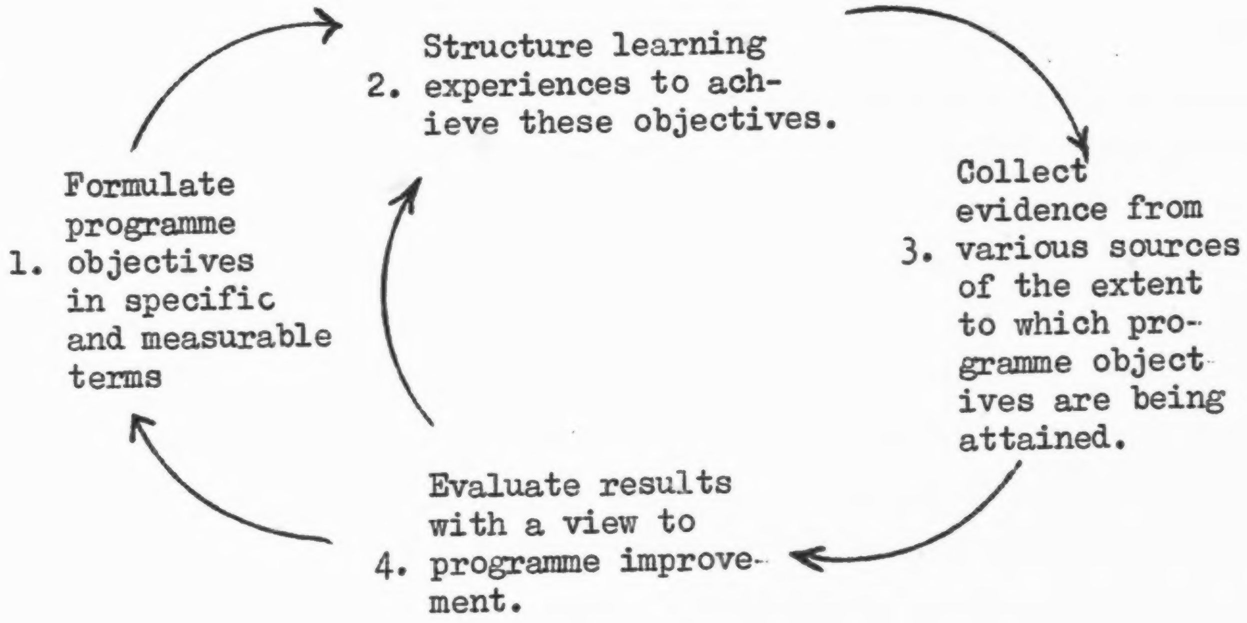
2. Structure learning experiences to achieve these objectives.
1. Formulate programme objectives in specific and measurable terms
3. Collect evidence from various sources of the extent to which programme objectives are being attained.
4. Evaluate results with a view to programme improvement.

Figure 1

A strategic model for programme improvement.

Programme evaluation is not just a matter of measuring the antecedent and consequent without regard to the process which occurs between the input and the output, as this ignores concomitant experiences gained from the learning situation provided by the programme. It is important to take into account the quality of interpersonal interaction which occurs during the activity itself.

Procedures for evaluation

Adult education programmes may be evaluated at different levels. An investigator may wish to examine the provision of adult education nationwide or community-wide, to assess the total adult programme of a particular agency, or to evaluate individual courses or parts of courses. Various approaches will be cited later in this paper to illustrate some of the attempts which have been made to consciously and systematically evaluate programmes at each of these levels.

Evaluation at any level and at any degree of precision will follow the same basic steps. As Verner and Booth (1964, p.96) have expressed it:

> The evaluation process is the same regardless of whether it is the total programme in a community or a single instructional session that is being evaluated. The only differences that appear are in terms of the variables to be considered and the scope of the task.

In determining the form that the evaluation will take it is essential to decide the purpose for which the evaluation is being undertaken. Evaluation in terms of the total impact of a programme of adult education in a community is a quite different proposition to gauging the extent of growth in knowledge or skills of a particular learner.

Wilder (1959) and Thiede (1964) suggest several model procedures for evaluation research. They have in common the following steps:

1. Translate broad statements of objectives into terms of specific objectives couched in measurable terms.
2. Determine what constitutes acceptable evidence that is indicative of the attainment of these objectives.
3. Decide upon an evaluation instrument that will be capable of collecting the required evidence.

4. Collect the evidence.

5. Analyse the results and draw conclusions based upon these results.

If evaluation is going to be effective it must be built into the programme in the planning stage when the educational objectives are being established. It cannot be undertaken as an afterthought. It should be a natural and integral part of the total educative experience offered by the adult programme.

There is a rapidly growing literature on the subject of evaluation in education which is devoted to the construction and discussion of a wide variety of data gathering techniques and instruments, and methods of data analysis. The bulk of these publications are concerned with standardised and teacher-made tests of student performance, personality, attitudes, etc., but many of the general principles described in these texts have direct applicability to the adult situation.

Some considerations in evaluation.

Ordinary tests and examinations are not suited to evaluating some forms of adult education because of the characteristic differences between education for adults and formal schooling. The Adult Education Association of the U.S.A., in a pamphlet entitled How to Teach Adults (1959, p.46), had this to say:

> In adult education, methods of evaluation must exemplify that same sense of freedom which characterises the learning process itself.

This being the case, methods of evaluation should be internally rather than externally imposed and adults should be encouraged to evaluate success or failure for themselves. Self evaluation can be made an important part of the total educational experience. It is inevitable that students will make some sort of assessment of an adult programme, so they may as well be encouraged and assisted to make a conscious evaluation on a systematic basis. But, as many adult education programmes are of short duration, it is important that the evaluation process should not occupy a disproportionate share of the time that is available for learning.

Three variants in particular affect the nature of the evaluation process. The first is the duration of the programme. A long residential programme is more likely to lend itself to evaluation than a short non-residential programme. Probably more learning will have occurred, greater opportunity for continuous evaluation will arise throughout the programme, and almost certainly there will be more time for measurement and evaluation on the longer than the shorter programme.

Secondly, the degree of formality associated with the learning experience will influence the evaluation process. In a formal situation, adults are more likely to accept the fact that evaluation is a natural part of the total learning experience offered by the programme than would be the case with more informal learning experiences.

Finally, the more complex the objectives of the programme the more difficult will be the task of evaluation. For instance, it is a relatively simple matter to test knowledge or comprehension but much more difficult to evaluate application, analysis, synthesis or evaluation (to use Bloom's (1956) six major categories of educational objectives). The latter objectives tend to be highly personal, to involve a person's values, problems and inadequacies. On the other hand, where the motivation is to gain credit (a degree, diploma or certificate) he is more likely to see evaluation as a necessary step in the attainment of his objectives.

What to evaluate

Determining what to evaluate is a difficult process in itself. To attempt to evaluate the extent to which unstated objectives have been attained would be a fruitless and superficial exercise, and would amount to asking if the participants were happy or satisfied with the programme. Broad statements of objectives such as "to develop an appreciation of Australian literature" would have to be re-cast into terms of specific objectives worded in operational (measurable) terms (perhaps involving a broadening and deepening of interest and an acquisition of more knowledge about Australian literature). Above all, objectives must be appropriate, agreed upon, understood and accepted by both the leader and the learner. The problem of setting programme goals in objective terms is one of the most difficult tasks of adult education (Verner, 1964, p.97)

One of the greatest benefits to programme planning which can arise from formal evaluation is that it compels the planners to specify very clearly exactly what it is that they want a particular programme to achieve. Objectives can then be defined and learning experiences structured to meet these needs. The chances that the revised programme will in fact be successful are thereby greatly enhanced.

Sources and characteristics of programme objectives

What are the sources of programme objectives? Thiede (1964, p.294) suggests the following useful summary of categories of objectives:

Source	Outline
Society	- the values held by and the needs of society. These may be very complex, changing and in conflict. It is necessary to devise categories or major groupings of needs in order that study may be systematic and manageable. It may depend upon the interests and the approach of the educator.
Institutions	- the organisational auspices under which adult education is conducted may provide the objectives for the programme.
Individuals	- the needs and interests of the individual. These may be general psychological needs such as belongingness, participation, status, security or developmental tasks.
Subject matter	- the knowledge, skills and abilities of the content material suggest objectives.
Learning theory	- the attainability of objectives, the sequential ordering of objectives to aid learning.

At the beginning of the programme, the researcher might ask the participants to list their objectives in enrolling for the particular course. Caution should be used, however, as there may be considerable differences between the expressed reasons for attendance and the actual reasons of the participant. It may be more appropriate to use the objectives of the course organiser who arranged the programme, depending upon the purpose for which evaluation is being conducted. Another approach may be to attempt to assess both the extent to which the objectives of the institution and the objectives of the participant have been attained, as separate measures upon which evaluation judgments might be based.

Whatever the source of programme objectives, it is desirable that they should be:

1. achievable;
2. in harmony with other objectives to which the educator is committed;
3. such that in the process of achieving them it is possible to conceive of and move towards further objectives;
4. agreed upon and have common meaning to all;
5. closely related to desired learning behaviour.

(Thiede, 1964, p.296.)

Gathering the evidence

The evidence for determining programme effectiveness may be gathered from the learner by an observer or by mechanical or other devices using a number of techniques. For example, the learner may complete paper and pencil tests, questionnaires, check lists, inventories, records or submit work he has done during the course. An observer may conduct interviews or carry out structured or unstructured observations. Mechanical devices such as tape recorders and cameras may be used to record behaviour for subsequent analysis. Whatever the method of data gathering employed, the data should be obtained in such a way that it is objective, reliable and valid (Miller, 1964). It may prove desirable to employ a variety of evaluation strategies in order to ensure that the data gathered are consistent with these criteria. Every person who is in a position to make some contribution should be involved in the evaluation process (including the adult participant, the teacher or leader, the programme administrator, competent observers and even course drop-outs).

Processing the evidence

Evidence may be summarised in three main ways : counting, describing and analysing. Where the respondent was required to make his choice on test items or on a scale, a count of such responses can be recorded. From the results, a verbal or graphic description may be made. Alternatively, if the respondent was asked for a written answer, these answers may be categorised or incorporated in quoted form in the evaluation report. An extension of description is analysis, whereby each response is judged against certain predetermined criteria, such as might be developed by a panel of experts.

Once the data have been collected and analysed, judgments should be made about the extent to which the programme objectives were attained, the appropriateness of the objectives, the effectiveness of the learning experiences provided, etc. Modifications of course objectives, the learning situation, the course content and even the evaluation process itself may need to be devised. The quality of these judgments will depend largely on the extent to which each step in the evaluation process has been soundly and systematically planned and executed.

Some evaluation models

It should be realised that almost every programme in adult education is in some way unique. The objectives are different, the lecturers and participants are different and the social situation in which the learning occurs is different. Even if the same instructors are used, the very fact that they participated in an earlier programme will affect their teaching in a subsequent programme. Thus each endeavour at evaluation should be somewhat different so that evaluation models generally cannot be employed without careful appraisal and suitable modification.

There are, however, some representative studies cited by Wilder (1964) and Miller (1964) which are useful for the problems they face, the difficulties they overcome and the contribution they make to the improvement of evaluation research. Miller, in particular, contains *evaluation instrument models* to test:

1. Recall of information or principles
2. Ability to apply principles or generalisations
3. Interest in some activity area
4. Ability to make rational judgments
5. Measure beliefs and attitudes.

Another publication of interest is Miller and McGuire's *Evaluating Liberal Adult Education* (1961). The goals of liberal education are not so concrete and the materials and methods for teaching and learning are less obvious than for teaching specific skills such as driving or typewriting. Thus the approach of Miller and McGuire, beginning with the formulation of the educational objectives of liberal adult education and then proceeding to the construction of evaluation instruments to gauge the attainment of each objective, is a particularly useful one. The four content areas considered are the political and social area, the community participation area, the moral and ethical area and the area of the arts.

The Adult Education Association of the U.S.A. has published a series of Leadership pamphlets, of which Planning Better Programmes (No.2) and How to Teach Adults (No.5) contain some useful suggestions for evaluating learning activities. They are the end-of-meeting reaction slip, the after-meeting interview and the end-of-meeting group discussion. These three methods of evaluation may be helpful in measuring the immediate reactions of the group and in interesting the members to improve future activities. They form a basis upon which refinements and improvements might be made. But they are much less sophisticated than the examples of evaluation instruments contained in the work of Wilder, Miller and McGuire cited above.

When developing an evaluation instrument, considerations such as time and money should be taken into account, bearing in mind the nature and purposes of the particular evaluation task being undertaken. In some cases the simple 'after-only' design is probably the most appropriate when the evaluator is working with a fairly clear-cut dependant variable and is not interested in attributing results to the programme with any rigour.

For the purposes of discussion it may prove worthwhile to outline several additional programme evaluation procedures reported in the literature of adult education.

Wientge (1966) provides a model for the analysis of existing programmes of continuing education for adults. The model consists of a cube with six slices (decades of development), four columns (degrees of literacy) and four rows (kinds of activity), a total of 96 cells into which continuing education can be categorised. This matrix provides a conceptual framework with which to view the provision of adult education whether it be nationwide, community-wide, or for a particular institution. It is not difficult to see the possible applications of such a scheme. For instance, to obtain an overview of the provision of adult education in Australia the three dimensions employed might be kinds of institutions (universities, technical colleges, statutory boards, etc.,), the programme content (professional-vocational, liberal or fine arts courses) and years (1967, 1968, etc.). Trends in the provision of adult education should become readily apparent. As a result, new directions for programme development might be identified.

Jones (1963) describes an attempt to evaluate a particular institution through self study by a number of staff committees. The aim of the study was to examine the evolution of the adult programme at Drury College and then to proceed to make long range plans for the continued growth and development of the programme. The report focussed on the two preceding years of operation and sought answers to such questions as :

> How well does the programme meet the stated aims and objectives of the College?
>
> What does a student survey reveal?
>
> How well does the programme span the various fields of knowledge?
>
> How appropriate are the courses, the teaching methods, the staff training programmes?

Where adult education is not the prime concern of the institution, such as in a university, it may prove worthwhile to evaluate the extension programme in terms of the influence (for good or bad) which it has on the major function of the institution. In the case of a university it would be appropriate to gauge the influence of the Department of Adult Education or Extension on the internal teaching and research programme, as well as on the broader issue of university-community relations. If the extension division is found to have rendered a substantial educational contribution to the parent agency, gaps which still exist between the high ideals set and actual performance may be identified (Shannon and Schoenfeld, 1965).

At the level of particular courses, two Australian studies may be mentioned. The first, by Wheeler and Anderson (1958), used standardised tests and statistical methods to measure the gain in terms of reading speed without loss of comprehension which was the outcome of a course in reading improvement. When the object of a course is the acquisition of knowledge or the development of skills, teacher-made or standardised tests may greatly aid the evaluation process. Of the two, standardised tests are likely to have greater reliability and validity but available tests may not be appropriate to the particular course.

The second Australian study, reported by Armstrong (1964), used a questionnaire to gather data to evaluate the impact of the New England Radio Farm Forum. Many variants of the questionnaire method are possible. Whilst there are some definite weaknesses in the questionnaire approach, questionnaires can also be very useful instruments for evaluation.

Conclusion

It is not likely that strong participant resistance to evaluation will be encountered so long as appropriate steps are taken to explain the reasons for the evaluation, to make clear the importance of the evaluation and to involve the participants in it as much as possible within the limits set by the particular form of evaluation to be used.

It may be pertinent to conclude the present paper with a note of warning from Knowles (1955, p.237), who says:

> Evaluation is an essential part of the organisational process, and those organisations that neglect it risk decay.

In the present educational atmosphere of Australia this is a timely warning for us all.

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Paper No. 12.

"RESEARCH IN ADULT EDUCATION"

REPORT BY SYNDICATE 'B'

MEMBERSHIP OF SYNDICATE "B"

RESEARCH IN ADULT EDUCATION

****

Mr. B.H. Durston - Convenor
Mr. J.G. Bird
Mrs. E.J.D.Christie
Mr. B.H. Crew
Mr. J. Dakin
Mr. M. de Clerck
Mr. I. Hanna
Mr. M. Hutton
Mr. B. Parke
Mr. L. Strickland

In the first session the syndicate members outlined their current research projects and the progress they were making. This resulted in a useful exchange of ideas.

The syndicate considered Durston's paper on programme evaluation in adult education and accepted Figure 1. A strategic model for Programme Improvement as a national basis for systematic evaluation and improvement of adult education programmes.

The Syndicate considered the difficulties of assessing such an adult education programme as the Annual Conference of the A.A.A.E. The questions considered included: Are the effects of a conference measurable? It was concluded that the assimilation of facts could possibly be measured but the stimulation gained might be more difficult to assess.

Measurement could be made of the interaction in discussion as an indication of how many of the conference were contributing to the learning process.

Parke developed a formula for the evaluation of change brought about by an educational experience. It was considered that this could be validly applied to a conference if evaluative machinery was pre-planned into the conference design.

EVALUATION FORMULA

$$\left.\begin{array}{ll} \text{F. G.} & \text{from Papers 1. + 2.} \\ \text{(facts gained)} & \\ \quad + & \\ \text{C. G.} & \text{of R 1. + 2.} \\ \text{(comprehension gained)} & \text{(relation between 1. \& 2.}) \end{array}\right\} = M(1) \; \left(\begin{array}{l}\text{measure of} \\ \text{informedness}\end{array}\right)$$

$$\begin{array}{l} \text{M (i.a.)} \\ \text{(amount of interaction)} \end{array} + \text{M (I)} = \begin{array}{l}\text{extent to which objectives} \\ \text{fulfilled.}\end{array}$$

The Annual Conference of the A.A.A.E., it was decided, would benefit from evaluation.

To make an evaluation of the current Conference it was first of all necessary to determine what its objectives were. These appeared to be -

To stimulate thought and exchange of ideas for planning adult education in the next 10 years, especially rural adult education;

To understand the political social and economic developments in rural Australia;

To understand the needs and demands for education as a whole and especially that of adult education;

To understand the implications of the above for the future provision and practice of adult education.

It was agreed that any evaluation of the present Conference would be mainly subjective but plans were drawn up for the evaluation of future Conferences. Briefly:

1. A small evaluation research team should be formed with representation on the conference planning committee right from the beginning to the final review. It would take note of the conference objectives, the programme content and the format, and advise the planning committee on the evaluative machinery necessary.

2. This evaluation research team would observe all stages of the conference to assess interaction in discussion; sample opinions of members of the value of sections of the programme; take brief questionnaire samples of the facts and comprehension gains.

3. An independent observer, perhaps an honours social science student, might be invited to attend the conference and make his own assessments to compare with those of the evaluation research team.

RECOMMENDATIONS TO EXECUTIVE

A. CONFERENCE EVALUATION

That an evaluation research team, as described, be invited to consult with the conference committee for the purposes of planning evaluation procedures and to conduct evaluation during the conference with, if possible, an independent observer.

B. RESEARCH COMMITTEE

It is suggested that the Executive set up a research committee to investigate the fields in which adult education research is needed. and to try and interest other university departments in directing resources, e.g. post-graduate students, towards adult education research.

Paper No. 13.

THE ROLE OF COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

REPORT BY SYNDICATE 'C'

MEMBERSHIP OF SYNDICATE "C"

TERTIARY INSTITUTIONS AND ADULT EDUCATION

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Chairman - Dr. D.W. Crowley

Members -
Mr. M.E. Althaus
Mr. C.F. Bentley
Mr. J. Birman
Miss E. Carpenter
Mr. J. Davies
Miss R. Erdos
Mr. A. King
Mr. C. Lawton
Mr. S.R. Morrison
Mr. R.G. Smith
Mrs. D. Stretton
Mr. P.J. Tyler (Reporter for Syndicate)
Mrs. H.R. Young
Mr. J.L.J. Wilson

Part-time -
Mr. J. McCusker
Mr. W. Hooper
Mr. G. Goward
Mr. P. Pieraccini
Mr. D. Rutherford.

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

Syndicate Report

Introduction

After discussion as to the aims of the syndicate, it was agreed that the prime purpose would be to discuss the possible roles that CAEs might be able to play in adult education. It was also decided that the report in the first instance should take the form of separate paragraphs commenting in turn upon each section of Dr. Crowley's background paper. The comments would include views expressed as a consensus of syndicate members, in addition to the written comments submitted by various officials directly concerned with the establishment of CAEs in the several states.

In response to a question posed by Dr. Robertson (W.A. Institute of Technology) as to what was meant by the term "adult education", it was agreed that the syndicate would use the term in the sense of "the continuation of education after a break in formal education", and that the question of whether or not academic awards were given was not relevant to the discussion. It was proposed to include those adults who wished to obtain some occupational qualification some years after having left school.

SYNDICATE BACKGROUND PAPER

by

Dr. D.W. Crowley

The Nature of the CAEs

1.1 The future role of the CAEs in adult education may be expected to arise out of the nature of the CAEs. The Martin Report stated, and the Ministry of Education and Science seems to have endorsed this view, that their emphasis should be vocational, their approach to studies should be practical and "applied" as contrasted with the "pure" and theoretical approach of the universities, and their courses should be of such a nature and standard that one could expect a high proportion of their students to complete them without undue difficulty though many of these same students would be unlikely to complete a university degree course successfully. (It has been stressed that transfer from CAE to university and vice versa at an early stage should be made readily possible.) It has been emphasised that they are for technologists and not for technicians, who will be trained at technical colleges. Their graduates will be members of professions. In general their courses will be three-year courses, leading to the award of diplomas, compared with four years for university degree courses, and "less exacting academically".[1.]

Syndicate Comments

Para. 1.1 It was agreed that the thinking displayed in the Martin Report now appeared to be superseded; there appeared to be a general feeling that courses offered by CAEs will not be any less demanding than those offered by universities, although the students enrolling in CAEs might be of a type less academically inclined than those proceeding to universities. One of the written comments, and many of the syndicate members, noted that the distinction which Dr. Crowley made in the last sentence of paragraph 1.1 appeared too clear-cut.

Background Paper

Para. 1.2 There has been some divergence of opinion among leading people concerned with the development of the CAEs on two points. Firstly, Dr. Law appears to be pressing for them to have power to confer degrees for some of their courses; the Ministry and Dr. Wark seem strongly opposed to this. But this difference of view does not

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(1) Martin Report (C6618/64); 5.82-4, 5.137

seem to arise out of any difference of conception of the nature of the courses; all three parties are agreed that the CAEs should not imitate the universities in the nature and approach of their studies. Secondly, the Martin Report emphasised that all CAE students should receive a general education as well as a specialised vocational training, and the Ministry appears to favour this view; they seem to regard this aspect of the curriculum as one that is important in distinguishing the CAEs from technical colleges. (2) But Dr. Law seems to hold the view that all the courses taken should be vocational, and that courses in subjects such as literature should be presented only to students specifically requiring them for their vocation. (It may be that I have misunderstood Dr. Law on this point, and that what he is advocating is the integration of liberal and social studies with vocational courses as is favoured by the Wark Committee. The Committee and the Commonwealth Ministry do not seem completely clear on this issue - see 3.2).

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(2) Martin Report, 5.138. English expression is stated to be a necessary subject; other subjects mentioned are economic geography, structure of government, statistics, history of science and technology. This seems to imply the inclusion of a range of general education subjects in vocational courses. But see also Recommendation 6 (iv) "... the education of technological students should be broadened by the inclusion in curricula of relevant and integrated liberal studies", and 6.64-6.68. It is suggested that this approach will give flexibility and depth to students' understanding of their vocational subjects.

Syndicate Comments

Para. 1.2 The syndicate noted Mr. McCusker's correction that Dr. Law is not pressing for CAEs to have power to confer degrees; in Victoria, the State Government has already granted the colleges this power. Mr. McCusker stressed that the Commonwealth Department of Education and

Science was opposed to a development of CAEs toward universities. All concerned with the development of CAEs seemed to agree that their approach should be "practical", in contrast to the "theoretical" approach adopted by the universities.

Background Paper

Vocational Programmes

Para. 2.1 The possible role of the CAEs in adult education on the vocational side seems simpler and clearer than in the field of general education and will be discussed first. It can also be discussed more briefly though it will probably occupy a much larger part of the total programme.

Syndicate Comments

Para. 2.1 The syndicate felt that Mr. Hughes (Education Department, Tasmania), was being unduly optimistic in his view that refresher courses would not be necessary.

Background Paper

Para. 2.2 As is the case at present with the technical colleges, it seems likely that many of the courses offered will be suitable for adults wishing to further their vocational education for professional advancement, and that it may be difficult to distinguish these adult students administratively from the school-leavers who are taking these courses. This latter point need cause little concern except that it is to be hoped that every effort will be made to facilitate the entry of suitable adult students to these courses.

Para. 2.3 Provision should also be made for courses specially planned as "refresher" courses: i.e. courses designed to up-date persons who received a training in the subject some time previously, and who therefore would not need to be taught the introductory and basic material presented in the courses mentioned in 2.2.

Para. 2.4 In addition to meeting needs for up-dating, provision should also be made of courses in subject areas appropriate to the CAEs for the purpose of broadening the education of adults in particular vocations and professions. In particular there are important needs, some of which could be met by universities, others by CAEs, for courses dealing with aspects of professions where the material is not meaningful to a young person at the outset of his career, but is required later as he is promoted - e.g. administration for engineers.

Syndicate Comments

Paras. 2.3/2.4 It was agreed that there would be a need for both refresher courses and broadening courses, and particularly for courses dealing with those aspects of professions which are not meaningful to a young member of a profession at the outset of his career.

Background Paper

Para. 2.5 If CAEs undertake the teaching of foreign languages orally and textually as they may decide to do for persons in or planning to enter commercial vocations, the courses offered should be made available to adults generally. These courses could probably serve as introductory to more advanced courses for adults in foreign languages and literatures presented by university adult education departments.

Syndicate Comments

Para. 2.5 The syndicate agreed that in view of the wide scope which existed for expansion of language teaching, we should welcome the advent of CAEs into this field. It was recognised that the CAE language courses could probably tend to have a vocational bias, nevertheless, this could lead to a deeper interest which would later be pursued in its own right at a university.

It was felt that there would be some need for a rationalisation and specialisation between institutions.

Background Paper

Para. 2.6 A particularly important educational need in the community is for the planning and provision of courses for mature women who wish to take up employment. Although a thorough study of the problem of how best to meet this need is necessary, it would appear that many of the courses required could be appropriate to CAEs.

Syndicate Comments

Para. 2.6 The syndicate agreed that the whole problem of the provision of courses for mature women wishing to take up employment had many aspects, the educational side being only part of the problem. For example, there was the question of provision of domestic help and child-minding facilities to enable women to study and undertake employment when they were ready to return to work. It was agreed there was an urgent and important need for a thorough study and survey of the whole problem. Mention was made of such a study which had been made in New Zealand. When such a study had been made in Australia it was likely that CAE could make an important contribution to the education required. There was some disagreement as to how far special courses would be required, but agreement that special provision might be necessary in the sense of the presentation of courses at times when such women could attend them.

It was also agreed that there was an important need for counselling services for women faced with this problem. The value of these had been demonstrated in a number of institutions in the U.S.A. and Canada. It was noted that many hundreds of women are already trying to re-educate themselves, a large proportion seeking public examination qualifications, but agreed that despite this fact provision for them was most unsatisfactory.

The success of the two year Diploma course in Social Work provided by the Auckland University Extension Department was noted as an indication of how some of these needs could be met. It was also mentioned that library work appeared to offer a field of employment for mature women, though there were a number of difficulties to be overcome.

It was mentioned that the Department of Education and Science has considerable means available for research on educational problems associated with the development of the CAEs, and suggested that this area of the vocational needs of mature women might be one subject of such research.

The syndicate recommends that the AAAE Executive consider making a formal approach to the Department of Education and Science to request that such a study is done.

Background Paper

Para. 2.7 If the needs mentioned in this section, with the exception of the regular courses mentioned in 2.1, are to be met adequately, a special extension department or section should be created within each CAE or Institute of Colleges and given responsibility for dealing with them. It is important that such departments should be adequately staffed for this purpose. It would be advisable for these departments also to be made responsible for the general adult education programmes to be discussed in Section 3.

Syndicate Comments

Para. 2.7 There was strong and unanimous support for the view that special extension departments or sections should be provided in the CAEs or Institutions of Colleges if the extension needs of the community are to be effectively met, even if only vocational needs are considered. Reasons for this are: (1) to leave responsibility for undertaking such activities in the hands of busy heads of schools or departments would mean that they would be unlikely to receive sufficient attention; (2) for effective contact to be maintained with the community staff would be needed with technological background as well as knowledge of the wide variety of adult education methods and techniques available; (3) they would need to be supported by adequate clerical staff; (4) the necessary consultation with community leads and professional organisations is too time-consuming to be performed by staff having other responsibilities.

Background Paper

Para. 2.8 It seems likely that extension departments of universities and CAEs would be catering for the same vocational area in many cases - for example, management education. This could involve some danger of overlapping and harmful competition; but it is suggested this could be avoided by consultation based on agreement that in general the two kinds of institutions each operate in areas appropriate to them. For example, programmes on current economic trends for business executives at various levels would be best presented by universities; programmes for management at various levels on such "applied" subjects as how to make use of possible new applications of computers would be more appropriate to CAEs. Such an arrangement need not and should not preclude the use by one institution of specialist staff from the other kind of institution,

Syndicate Comments

Para. 2.8 It was agreed there was little danger, and in any case little harm, in possible overlapping of the work of various agencies, except, perhaps, in smaller centres. It was also thought advisable that some kind of consultative mechanism be established in different centres, the form adopted to vary according to local circumstances. Such machinery could promote co-operation and joint enterprise as well as helping to prevent possible duplication.

Background Paper

Para. 2.9 Persons experienced in adult education would urge that mature-age adults wishing to continue their education by means of CAE courses, either extension courses or diploma courses, be treated as leniently as possible as far as admission requirements were concerned. Adult educators would assert that in many cases and in many subjectsareas life-experience can form an adequate substitute for formal educational qualifications. There are of course many subject areas in which preliminary study would be necessary - e.g. mathematics for science courses.

Syndicate Comments

Para. 2.9 The intention was noted that entry requirements are to be very flexible for school leavers as well as adults, though prerequisites of a high standard will, of course, be required for some of the more highly technical courses. The syndicate felt strongly that requirements should be made as flexible as was possible for mature age adults, even for vocational courses and as far as the requirements of the courses would allow, and that mature adults be viewed differently in this respect from school leavers.

Background Paper

General Education

Para. 3.1 The role to be assumed by CAEs in general adult education will be determined to a large extent by the decisions to be taken in the different states on the place general education is to be given in the CAEs in these states, and on how it is to be attempted. The Martin Committee mentions (6.68) courses by staff qualified in some of the social sciences and humanities for young people intending to take up administrative positions in commerce, industry and government. If it is decided that courses in general education subjects are to be given to all or a large proportion of the students or if general studies departments or schools are established, educational resources will be created that could and should be made available for adult education of a non-vocational character.

Para. 3.2 It can be remarked that, although the Ministry of Education and Science appears to be taking a different view from Dr. Law on the place to be given general studies in the CAEs, the Committee on CAEs chaired by Dr. Wark so far has had little to offer in the way of constructive proposals on this question. In its first report (Chapter 8) it suggests that series of single or multiple lectures by visiting authorities be arranged for all CAE students, that browsing libraries be provided, and student organisations such as political clubs be fostered. It stresses the educative value of contact among students taking different courses. But it has little to suggest on curriculum planning for general education. Apparently the Committee is aware that the inclusion of courses of general studies on conventional lines in vocationally oriented courses has not generally been successful in universities and therefore is unlikely to be successful in CAEs. The Martin Committee stated: "Certainly it is true that ad hoc courses in liberal disciplines will fail to achieve increased breadth in the education of young technologists. Breadth in education is likely to be achieved only if liberal courses support and enlarge the scope of the technical ones, and are presented by specialists with the same authority in their fields as is possessed by the technologists in theirs." (6.67) The Wark Committee (8.22) endorses this view, arguing against the creation of schools (e.g. of humanities, and presumably of general studies) not related to a profession or vocation, though it also argues that courses in such subjects as international relations might serve for a number of different diploma courses. The judgment that courses examining the place of each profession in the community, historically and contemporaneously, seem more likely to succeed educationally is probably sound. But the problem of how to provide such courses, if thrilling and challenging to the educationists, is also daunting. Its solution would seem to require the employment of teachers who were themselves both qualified technologists and highly educated in the relevant humanities or social sciences. Such people are extremely rare, and most of those who do exist are probably very well placed already and very highly salaried. If they could be found and employed, many of them could also be extensively used for purposes of both general and specialised education.

Para. 3.3 Little information is available so far from states other than Victoria on the lines of thinking so far adopted on this question, except that in N.S.W. the decision to locate country CAEs in conjunction with teachers' colleges seems to suggest that schools of general studies are likely to be established to assist with teacher education. The CAE being established in the A.C.T. is to have a School of General Studies.

Syndicate Comments

Para. 3.1/3.3 The syndicate noted, on reading the comments submitted by the various state authorities, that there were different viewpoints on whether or not schools of general studies should be incorporated into CAEs. It appeared that the institutions being established would reflect these conflicting attitudes, some CAEs having no general studies, some incorporating these studies into other departments, and some providing separate schools or departments for general studies.

Background Paper

Para. 3.4 If general education is eventually provided for CAE students in some states, it may well be that some of the kinds of provision now made at some teachers' colleges, less theoretical in approach than the university approach to the subjects involved, may be adopted as suitable models. The kind of approach referred to here is illustrated by the use of regional survey project-type activities in the area of the social sciences employed at Wagga Wagga Teachers' College on the one hand, or the emphasis on appreciation of the arts made at Bathurst Teachers' College. (Other examples doubtless exist in other teachers' colleges and other states.) It is strongly suggested that the possibilities of a non-theoretical, non-subject-centred, highly imaginative and experimental approach be sympathetically considered, and that initiative and ingenuity in devising appropriate learning methods be encouraged. This approach might also leave room for considerable variation in content in accordance with the particular interests of individual institutions.

Syndicate Comments

Para. 3.4 The role of the CAEs in general education was the subject of considerable discussion by the syndicate, and a variety of viewpoints were expressed. Dr. Crowley sees a place in the community for a less-academic, less-demanding type of course using a more imaginative, experimental approach to learning methods, and sees this place being filled effectively by the CAEs.

Mr. Wilson sees the CAEs filling three prime functions:

(a) Refresher training for existing technologists who received their initial training elsewhere, and for the later graduates of the CAE.

(b) Relating developments in the social sciences to developments in technology.

(c) Providing general and adult education at a high level in fields such as the creative arts.

The autonomy of educational bodies providing adult education programmes in areas of public controversy has always been regarded by adult educators as being all-important. In view of this, the syndicate particularly welcomes the governmental avowals that the CAEs will be autonomous educational institutions.

Background Paper

Para. 3.5 If such an approach were adopted, it could provide the base for adult education programmes emanating from CAEs which would meet the important need in the community for general adult education of a different kind from university liberal adult education. This kind of adult education has so far not been seriously attempted, apart from one or two experimental ventures by university adult education departments on a small scale, because no institution has seen it as its function to develop this kind of programme. It is suggested that such a responsibility could be fittingly given to extension or adult education departments created in CAEs. The operation of a kit scheme on the lines of the Sydney University Kit Scheme would be one example of a suitable activity.

Syndicate Comments

Para. 3.5 Dissent from this paragraph was expressed by Mr. Morrison, who suggested the words "some needs" be used in lieu of "important needs".

Background Paper

Para. 3.6 Alternatively, from its adult education aspect, such a programme could be initiated by state education departments in conjunction with school systems, provided that an adequate number of staff members possessing the required qualities of imagination, originality and creativity were appointed. But if general education is to be attempted in the CAEs, as it should be, such a programme would probably be better presented by CAEs, because of their possession of more suitable staff, with schools continuing to offer programmes such as those in the Evening Colleges in N.S.W. and Education Department Adult Education Centres in South Australia.

Role of CAEs in Rural Areas

Para. 4.1 An aspect of the role of CAEs that needs particular attention is the place rural CAEs might occupy in a planned multi-agency scheme for provision of adult education facilities to provide the best possible state-wide coverage. If CAEs are to develop general education programmes (and, as was noticed above, in N.S.W. this seems to be envisaged for rural CAEs in view of their planned participation in teacher training), rural CAEs would be suitably placed to provide general adult education programmes in their regions of the kind suggested in 3.4 above, in addition to vocational courses for adults. They could in these circumstances also serve in these regions as the local agencies for university adult education activities, assisting in presenting these by co-operating in each case with a university adult education department. (The pattern suggested here is similar to that which has developed in South Australia between the University of Adelaide and the country Adult Education Centres operated by the Education Department: 72 weekend schools organised in this way were jointly presented in 1966.)

Syndicate Comments

Para. 4.1 It was agreed by the syndicate that CAEs in rural areas (not to be termed "Rural CAEs") should provide, if possible, for some general adult education within their own region. There could also be considerable co-operation with other bodies, including universities, in meeting the general adult education needs of the region.

Background Paper

Para. 4.2 To meet this responsibility adequately, rural CAEs would have to extend their adult education programmes out beyond the towns in which they were situated throughout the surrounding region. Before this could be accomplished effectively, it would be necessary for each to establish a department with specific responsibilities for the promotion and planning of its adult education provision.

Syndicate Comments

Para. 4.2 It was also agreed that to provide this service, the CAEs in rural areas would need to appoint staff with specific responsibility for provision of adult education.

Background Paper

Para. 4.3 Whether rural CAEs can successfully provide tertiary-level general education remains to be demonstrated. (Teachers' colleges may want to retain their own courses in the liberal studies, and the intake of students to CAEs for other vocational courses may be insufficient for general education provisions to be devised for them viably.) Until this is determined part at least of their role in adult education must remain in doubt.

General Conclusion

Para. 5 . Thinking about the role of the CAEs in adult education must be largely speculative at this stage, before their character becomes clear. That they should assume important responsibilities for refresher and retraining provisions in vocational areas seems fairly obvious. However they develop, they will be appropriate agencies to offer adult education programmes, which will help to meet important community needs, complementary to programmes provided by universities and schools.

Paper No. 14.

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

Dr. D.W. Crowley
Director of Department of Adult Education
University of Sydney

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN IN ADULT EDUCATION

SOME PRELIMINARY THINKING.

by

Dr. D.W. Crowley
Director of Department of Adult Education
University of Sydney.

The Nature of the CAEs

1.1 The future role of the CAEs in adult education may be expected to arise out of the nature of the CAEs. The Martin Report stated, and the Ministry of Education and Science seems to have endorsed this view, that their emphasis should be vocational, their approach to studies should be practical and "applied" as contrasted with the "pure" and theoretical approach of the universities, and their courses should be of such a nature and standard that one could expect a high proportion of their students to complete them without undue difficulty though many of these same students would be unlikely to complete a university degree course successfully. (It has been stressed that transfer from CAE to university and vice versa at an early stage should be made readily possible.) It has been emphasised that they are for technologists and not for technicians, who will be trained at technical colleges. Their graduates will be members of professions. In general their courses will be three-year courses, leading to the award of diplomas, compared with fourmyears for university degree courses, and "less exacting academically". (1)

1.2 There has been some divergence of opinion among leading people concerned with the development of the CAEs on two points. Firstly, Dr. Law appears to be pressing for them to have power to confer degrees for some of theirncourses; the Ministry and Dr. Wark seem strongly opposed to this. But this difference of view does not seem to arise out of any difference of conception of the nature of the courses; all three parties are agreed that the CAEs should not imitate the universities in the nature and approach of their studies. Secondly, the Martin Report emphasised that all CAE students should receive a general education as well as a specialised vocational training, and the Ministry appears to favour this view; they seem to regard this aspect of the curriculum as one that is important in distinguishing the CAEs from technical colleges. (2) But Dr. Law seems to hold the view that all the courses taken should be vocational, and that courses in subjects such as literature should be presented only to students specifically requiring them for their vocation. (It may be that I have misunderstood Dr. Law on this point, and that what he is advocating is the integration of liberal and social studies with vocational courses as is favoured by the Wark Committee. The Committee and the Commonwealth Ministry do not seem completely clear on this issue - see 3.2 below).

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(1) Martin Report (C6618/64); 5.82-4, 5.137

Vocational Programmes

2.1 The possible role of the CAEs in adult education on the vocational side seems simpler and clearer than in the field of general education and will be discussed first. It can also be discussed more briefly though it will probably occupy a much larger part of the total programme.

2.2 As is the case at present with the technical colleges, it seems likely that many of the courses offered will be suitable for adults wishing to further their vocational education for professional advancement, and that it may be difficult to distinguish these adult students administratively from the school-leavers who are taking these courses. This latter point need cause little concern except that it is to be hoped that every effort will be made to facilitate the entry of suitable adult students to these courses.

2.3 Provision should also be made for courses specially planned as

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(2) Martin Report, 5.138. English expression is stated to be a necessary subject; other subjects mentioned are economic geography, structure of government, statistics, history of science and technology. This seems to imply the inclusion of a range of general education subjects in vocational courses. But see also Recommendation 6(iv)"... the education of technological students should be broadened by the inclusion in curricula of relevant and integrated liberal studies", and 6.64-6.68. It is suggested that this approach will give flexibility and depth to students' understanding of their vocational subjects.

"refresher" courses: i.e. courses designed to up-date persons who received a training in the subject some time previously, and who therefore would not need to be taught the introductory and basic material presented in the courses mentioned in 2.2.

2.4 In addition to meeting needs for up-dating, provision should also be made of courses in subject areas appropriate to the CAEs for the purpose of broadening the education of adults in particular vocations and professions. In particular there are important needs, some of which could be met by universities, others by CAEs, for courses dealing with aspects of professions where the material is not meaningful to a young person at the outset of his career, but is required later as he is promoted - e.g. administration for engineers.

2.5 If CAEs undertake the teaching of foreign languages orally and textually as they may decide to do for persons in or planning to enter commercial vocations, the courses offered should be made available to adults generally. These courses could probably serve as introductory to more advanced courses for adults in foreign languages and literatures presented by university adult education departments.

2.6 A particularly important educational need in the community is for the planning and provision of courses for mature women who wish to take up employment. Although a thorough study of the problem of how best to meet this need is necessary, it would appear that many of the courses required could be appropriate to CAEs.

2.7 If the needs mentioned in this section, with the exception of the regular courses mentioned in 2.1, are to be met adequately, a special extension department or section should be created within each CAE or Institute of Colleges and given responsibility for dealing with them. It is important that such departments should be adequately staffed for this purpose. It would be advisable for these departments also to be made responsible for the general adult education programmes to be discussed in Section 3.

2.8 It seems likely that extension departments of universities and CAEs would be catering for the same vocational area in many cases - for example, management education. This could involve some danger of overlapping and harmful competition; but it is suggested this could be avoided by consultation based on agreement that in general the two kinds of institutions each operate in areas appropriate to them. For example, programmes on current economic trends for business executives at various levels would be best presented by universities; programmes for management at various levels on such "applied" subjects as how to make use of possible new applications of computers would be more appropriate to CAEs. Such an arrangement need not and should not preclude the use by one institution of specialist staff from the other kind of institution.

2.9 Persons experienced in adult education would urge that mature-age adults wishing to continue their education by means of CAE courses, either extension courses or diploma courses, be treated as leniently as possible as far as admission requirements were concerned. Adult educators would assert that in many cases and in many subject areas life-experience can form an adequate substitute for formal educational qualifications. There are of course many subject areas in which preliminary study would be necessary - e.g. mathematics for science courses.

General Education

3.1 The role to be assumed by CAEs in general adult education will be determined to a large extent by the decisions to be taken in the different states on the place general education is to be given in the CAEs in these states, and on how it is to be attempted. The Martin Committee mentions (6.68) courses by staff qualified in some of the social sciences and humanities for young people intending to take up administrative positions in commerce, industry and government. If it is decided that courses in general education subjects are to be given to all or a large proportion of the students or if general studies departments or schools are established, educational resources will be created that could and should be made available for adult education of a non-vocational character.

3.2 It can be remarked that, although the Ministry of Education and Science appears to be taking a different view from Dr. Law on the place to be given general studies in the CAEs, the Committee on CAEs chaired by Dr. Wark so far has had little to offer in the way of constructive proposals on this question. In its first report (Chapter 8) it suggests that series of single or multiple lectures by visiting authorities be arranged for all CAE students, that browsing libraries be provided, and student organisations such as political clubs be fostered. It stresses the educative value of contact among students taking different courses. But it has little to suggest on curriculum planning for general education. Apparently the Committee is aware that the inclusion of courses of general studies on conventional lines in vocationally oriented courses has not generally been successful in universities and therefore is unlikely to be successful in CAEs. The Martin Committee stated: "Certainly it is true that ad hoc courses in liberal disciplines will fail to achieve increased breadth in the education of young technologists. Breadth in education is likely to be achieved only if liberal courses support and enlarge the scope of the technical ones, and are presented by specialists with the same authority in their fields as is possessed by the technologists in theirs." (6.67) The Wark Committee (8.22) endorses this view, arguing against the creation of schools (e.g. of humanities, and presumably of general studies) not related to a profession or vocation, though it also argues that courses in such subjects as international relations might serve for a number of different diploma courses. The judgment that courses examining the place of each profession in the community, historically and contemporaneously, seem more likely to succeed educationally is probably sound. But the problem of how to provide such courses, if thrilling and challenging to the educationists, is also daunting. Its solution would seem to require the employment of teachers who were themselves both qualified technologists and highly educated in the relevant humanities or social sciences. Such people are extremely rare, and most of those who do exist are probably very well placed already and very highly salaried. If they could be found and employed, many of them could also be extensively used for purposes of both general and specialised adult education.

3.3 Little information is available so far from states other than Victoria on the lines of thinking so far adopted on this question, except that in N.S.W. the decision to locate country CAEs in conjunction with teachers' colleges seems to suggest that schools of general studies are likely to be established to assist with teacher education. The CAE being established in the A.C.T. is to have a School of General Studies.

3.4 If general education is eventually provided for CAE students in some states, it may well be that some of the kinds of provision now made at some teachers' colleges, less theoretical in approach than the university approach to the subjects involved, may be adopted as suitable models. The kind of approach referred to here is illustrated by the use of regional survey project-type activities in the area of the social sciences employed at Wagga Wagga Teachers' College on the one hand, or the emphasis on appreciation of the arts made at Bathurst Teachers' College. (Other examples doubtless exist in other teachers' colleges and other states.) It is strongly suggested that the possibilities of a non-theoretical, non-subject-centred, highly imaginative and experimental approach be sympathetically considered, and that initiative and ingenuity in devising appropriate learning methods be encouraged. This approach might also leave room for considerable variation in content in accordance with the particular interests of individual institutions.

3.5 If such an approach were adopted, it could provide the base for adult education programmes emanating from CAEs which would meet the important need in the community for general adult education of a different kind from university liberal adult education. This kind of adult education has so far not been seriously attempted, apart from one or two experimental ventures by university adult education departments on a small scale, because no institution has seen it as its function to develop this kind of programme. It is suggested that such a responsibility could be fittingly given to extension or adult education departments created in CAEs. The operation of a kit scheme on the lines of the Sydney University Kit Scheme would be one example of a suitable activity.

3.6 Alternatively, from its adult education aspect, such a programme could be initiated by state education departments in conjunction with school systems, provided that an adequate number of staff members possessing the required qualities of imagination, originality and creativity were appointed. But if general education is to be attempted in the CAEs, as it should be, such a programme would probably be better presented by CAEs, because of their possession of more suitable staff, with schools continuing to offer programmes such as those in the Evening Colleges in N.S.W. and Education Department Adult Education Centres in South Australia.

Role of Rural CAEs

4.1 An aspect of the role of CAEs that needs particular attention is the place rural CAEs might occupy in a planned multi-agency scheme for provision of adult education facilities to provide the best possible state-wide coverage. If CAEs are to develop general education programmes (and, as was noticed above, in N.S.W. this seems to be envisaged for rural CAEs in view of their planned participation in teacher training), rural CAEs would be suitably placed to provide general adult education programmes in their regions of the kind suggested in 3.4 above, in addition to vocational courses for adults. They could in these circumstances also serve in these regions as the local agencies for university adult education activities, assisting in presenting these by co-operating in each case with a university adult education department. (The pattern suggested here is similar to that which has developed in South Australia between the University of Adelaide and the country Adult Education Centres operated by the Education Department: 72 weekend schools organised in this way were jointly presented in 1966.)

4.2 To meet this responsibility adequately, rural CAEs would have to extend their adult education programmes out beyond the towns in which they were situated throughout the surrounding region. Before this could be accomplished effectively, it would be necessary for each to establish a department with specific responsibilities for the promotion and planning of its adult education provision.

4.3 Whether rural CAEs can successfully provide tertiary-level general education remains to be demonstrated. (Teachers' colleges may want to retain their own courses in the liberal studies, and the intake of students to CAEs for other vocational courses may be insufficient for general education provisions to be devised for them viably.) Until this is determined part at least of their role in adult education must remain in doubt.

General Conclusion

5. Thinking about the role of the CAEs in adult education must be largely speculative at this stage, before their character becomes clear. That they should assume important responsibilities for refresher and retraining provisions in vocational areas seems fairly obvious. However they develop, they will be appropriate agencies to offer adult education programmes, which will help to meet important community needs, complementary to programmes provided by universities and schools.

Paper No. 15..

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

Mr. P.G. Law

Vice President

Victoria Institute of Colleges, Melbourne, Victoria

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

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by

Mr. P.G. Law
Vice President
Victoria Institute of Colleges
Melbourne, Victoria.

In general, I think that your paper on "The Role of the Colleges of Advanced Education in Adult Education" represents a good analysis of the issues which must be resolved in formulating clear policy in this area for the colleges. I am making a few comments below on particular paragraphs in the draft, but these do not represent any major disagreement with the broad lines you have followed in the paper.

Paragraph

1.1 I have always been a little doubtful whether the concept of colleges of advanced education in the form first propounded in the Martin Report was entirely appropriate, especially in the Victorian situation. While we would all agree that the CAE's should differ from the universities in their greater preoccupation with applied teaching and in their vocational emphasis, I have never been happy about this expression "less exacting academically".

If the original thought in the minds of the Martin Committee was to provide a non-university tertiary stream for the people academically unable to cope with a university course, then events, in this State at least, since the Martin Report was submitted suggests that this will not be the ultimate role of the advanced colleges. Victoria may be in a unique situation in that the three universities are becoming progressively less able to enrol all the qualified applicants for places, and the already well-developed network of tertiary institutions affiliated with the V.I.C. is now taking, and will increasingly take, a large proportion of matriculated students who will be seeking, and be capable of, quite demanding tertiary courses.

The important thing will be to ensure that, in catering for this type of student intake, the affiliated colleges of advanced education do not seek merely to replicate the kind of educational approach typical of the universities. We are doing a lot of work just now on the philosophy which should apply to the relationships between V.I.C. degree and diploma courses, and we have ample evidence that the type of industrially-oriented subjects which might comprise the final years of V.I.C. degree courses will require of the students a level of intellectual application no less than the final years of university degree courses. We should hope, moreover, that the V.I.C. degree courses would have greater appeal and motivation for many students than would the university alternatives.

1.2)

3.2) On the matter of CAE's awarding degrees, it is not exactly a case of my "pressing" for them to have power to confer degrees. The V.I.C. has had this power since its original Act was passed in 1965 and it has recently exercised it for the first time by the conferring of the V.I.C. degree of Bachelor of Pharmacy. I anticipate that the work at present going on will result in approvals to the awarding of certain other V.I.C. degrees in carefully selected affiliated colleges within the next couple of years. I do not expect this degree development to be very rapid, because the question of maintenance of standards will have to be watched very closely, but there is no question about the development being under way.

I think you may have drawn a false antithesis between my views and those of the Commonwealth authorities on the role of general studies in CAE's. To the extent that the earlier Martin Committee views on the nature of a CAE have largely been supplanted by those of the Wark Committee as representative of Commonwealth thinking, then there seems little disagreement between us. Neither of us envisages the establishment of independent departments of "humanities" or "liberal studies" in our affiliated colleges whose major role would be to offer "Arts"-type diploma courses as at universities.

I nevertheless feel that it is terribly important that those CAE's which are growing out of essentially technological institutions should extend their present involvement in the teaching of humanities subjects. At the moment these subjects are offered as a small servicing component in technical diploma courses. I should like to see their range and level extended so that selected colleges can begin to introduce diploma (and possibly degree) courses which, while still vocationally oriented, nevertheless have their foundation in the general studies subjects rather than in the sciences and mathematics. Here I obviously have such fields as creative writing and foreign languages in mind.

2.7 I would agree that if CAE's are to embark in any deliberate way on a policy of catering for the demands of adult education then they should have an appropriate staff establishment, so that the task is carried out properly. I do not think that this important work should be simply tagged on as an incidental duty of existing teaching staff. However, at this stage, I doubt whether it would accord with our concept of the V.I.C. to speak in terms of a special extension department attached to the Institute itself.

There may be a case for some liaison staff to be associated with the Institute, but on the whole I would prefer to see all organisational and administrative responsibilities remaining with the individual colleges.

3.3) It seems fairly clear that there will be a growing demand for tertiary
3.4) courses of general education not necessarily oriented in a vocational direction. Universities will not be able to cater for all of this demand and, as I have suggested above, I am doubtful if the CAE's would attempt to cater for it. I would thus favour the notion of certain teachers' colleges broadening their activities to cater for this demand and developing into a "liberal arts college" type of CAE which could well be affiliated with the Institute of Colleges or be controlled by a separate Board of Teacher Education. This tyoe of college should be able to make quite a contribution in the field of adult education.

Paper No. 16.

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

Mr. J. McCusker
Secretary to the Committee
Commonwealth Advisory Committee on Advanced Education
Department of Education and Science

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

by

Mr. J. McCusker
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Commonwealth Advisory Committee on Advanced Education,
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INTRODUCTORY

While I have discussed this with Dr. Wark and while we are in agreement about some of the broad comments which could be made, might I stress that these are in no way an official comment on the many points you raised. You will appreciate that in a field evolving as quickly as the field of the colleges, it is pretty hard to state an unequivocal committee or Commonwealth government position. You will appreciate too, that many of your comments are philosophical and we don't always have stated government policies in many of these areas.

In a sentence, the following should be taken as personal comments.

The theme of your paper related to possible work in general education which colleges might do and their frankly vocational orientation. We could not quarrel with many of the points you have made about the role of the colleges for the further education and retraining of adults. Indeed we have recently asked all the colleges to examine their roles in this area so that we can build up a picture of the extent of their activities in this direction.

The question of general education in colleges of advanced education is a more difficult one. I personally do not believe that a vocationally-oriented program need lack many facets of general education, but I believe the general education imparted must be made meaningful by being intelligently related to the vocation for which a student is being trained. Therefore I see two distinct problems - the problem of the colleges being in general education and producing something like a liberal arts diploma, which has been the subject of much contention, particularly in Victoria, and the other problem, which is closer to my heart, how, in training an engineer, you turn him out a broadly based citizen with real appreciation about how his profession relates to other professions and to the general community. In other words, you would go about providing liberal influences for an engineer in a different way from the way in which you would liberalise someone in training to be a teacher. The liberal arts people may need liberalising through exposure to the sciences and vice-versa.

With that background I think the following comments on a few of the points made in your paragraphs might be useful.

1.1 Your last sentence seems to me to be a bit too general. There are three and four year diploma courses as well as three and four year degree courses starting from the same point in the educational ladder. I also feel you must take up the question of your high level technician, for whom the colleges may be the best training ground.

1.2 We have most certainly been very much aware of the degree granting question. We were equally aware of the diversity of nomenclature in the colleges and as evidence of this, on advice given some months ago by my Committee, the Minister established a committee of inquiry into this whole area of nomenclature of awards and standards and, in case you had missed this development, I enclose fo your information the full text of the press release which did not get perhaps the publicity it deserved because the implications of such an inquiry are not easy to spell out in any way popular terms.

You will see in this what I consider to be a reasonable technique. There is clearly a problem and equally clearly the best way to tackle the problem is to have a decent inquiry into what is involved. I personally do not know how far Dr. Law would go along with your statement of his position and no doubt he will write to you on it.

I don't think you can expect the committee and my department to come out completely clear on the issue you quoted in brackets. At this early stage in the development of the colleges ex cathedra announcements could confuse rather than illumine.

2.2 I think course design can only be successful if the nature of the customer is well understood.

2.5 I agree with your point here that a study undertaken with vocational impetus may well become a study to be followed in its own right, and I think here you have picked a very good example.

3.1 What you are really saying here is that if, for vocational reasons, the colleges have staff which could play a role in general education of adults, this staff should be used for general education, but I would ask the question, whether this is simply a matter of making use in adult education of staff, say, with a deep knowledge of Australian history, to teach adults or whether, because you have the staff like this in a college, the college should make use of them by beginning its own adult education provisions. This I think is tail wagging the dog. Suitably qualified staff from the colleges might well be used within existing adult education organisations, not based on colleges of advanced education.

3.2 This is the big question of whether the colleges are to be in the game of general education, that is education for its own sake. The parallel question is how far are the universities in the same game of education for the sake of education. Putting the research aspects of the university to one side, one wonders how many students doing a B.A. are not in fact doing the B.A. for vocational reasons. Maybe they are not as clear about their end vocation as are students on diploma courses in the colleges. I, myself, feel that as a first report, my Committee's statements on this question give more lead than you are inclined to give them credit for. There is great ferment in the States around these questions and I think it is reasonable that the thinking be spread a little and not necessarily concentrated in the thinking of a Commonwealth committee, but the Committee will in its next report, take a great deal of notice of developments in thinking since the first report was written.

3.5 and 3.6 taken together suggest, for reasons I cannot quite appreciate, that by the very nature of the colleges and their staffing that some form of adult education would be possible, which the present, on the whole, university based adult education is unable to offer. Is this because the present adult education services are intended more for the academically minded adult, and there is a place in terms of services to the community for studies not so academically based? If this is true, why haven't the present adult education authorities done something to meet, what you say, is a need?

You may have gathered that I have found commenting on your paper very difficult. I am glad you have essayed the difficult task of crystal ball gazing into this untouched area, and I would be happy to join your group for the appropriate period during your next discussions to learn more about the thinking going on. I spoke earlier about ex cathedra statements and I think you will be interested to know that my Committee is making a very serious effort to find out what some of our best people in Australia are thinking about a number of problems. We have established for instance, a Research and Investigation Sub-Committee, a Library Sub-Committee and a Sub-Committee on Computers. Our next report, we hope, will rest on a great deal of thinking being done not only by the Committee itself, but by a spread of good people whom we are inviting to help us in these areas. Your group is obviously one such source of help.

Paper No. 17.

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

Mr. D. L. Phillips
Superintendent (Educational)
Department of Technical Education

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING.

by

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Sydney, N.S.W. 2006.

INTRODUCTORY

Many thanks for the preview of your background paper on the role of CAEs in Adult Education. I am happy to make a few comments, though what I have to say should of course be considered as personal opinions, not necessarily reflecting Departmental viewpoints.

In the same order as your paragraphs my comments are:-

1.1 The new tertiary institutions do and will reject the notion, implicit in your (quite reasonable) interpretation of the Martin Report, that they will cater for a group with abilities below university standards. The concept they would like to foster is one of differentness, not inferiority in level.

It is possible to argue both for and against taking this stance, but inevitable no doubt that the new tertiary institutions should do so.

1.2 In New South Wales, the Institutes of Technology and Business Studies both offer courses which are essentially vocational in orientation. There is reluctance to risk a loss of vocational effectiveness by "dilution" with general education, especially in view of the heavy preponderance of part-time courses.

It is fair to point out here that, in this, their approach differs little from that of "professional" faculties in most Australian universities.

Both Institutes, however, are thinking and talking about the place of general studies in their curricula, and, in the science diploma in particular, the subject Social Perspectives of Technology might be thought of as a feeler or first draft. A new approach to the curriculum in Architecture has perhaps thrown rather more emphasis upon what is called Human Factors so that, apart from physiological and psychological factors of technical importance to the architect, architecture and the architect is set in a background of social history and in relation to current movements and personalities in sociology, art, etc.

In Engineering and Building, there has been less development in this direction, though a new emphasis upon communication is apparent in the course designs.

In Commerce, there is now less emphasis upon Accounting techniques, more upon establishing a broad base in economics and behavioural science. This has always been the accepted approach in the Management Diploma course (but what place should physical science and technology have in business curricula?)

The "breadth" concept has not been rejected though attitudes vary in the various schools. It will not be easy, however, to arrive at a really satisfactory integration with vocational studies. It is easy enough to design courses which make provision for some ration of the "humanities" but much more difficult to show convincingly that they have achieved their aims. Faced with this area of uncertainties and imponderables, and conscious of the increasing pressure within vocational curricula, it is understandable that specialized institutions such as the Institutes of Technology and Business Studies should at this stage concentrate on effectiveness in their special fields.

For educational and economic reasons, an increase in the full-time component in enrolments is to be expected and, as this happens, the issue of general studies is likely to become more prominent in their thinking.

2.1 As you say, "vocational" diploma courses, especially the part-time variety, are designed to serve not only school leavers but also adults who wish to improve their occupational opportunities. At this stage, limitations in accommodation have required the use of a quota system for entry to Institutes' courses, but entrants include a significant proportion of persons who have had working experience since leaving school - for example, persons holding Technical Education Certificates at the technician level. Technological studies at the tertiary level require a substantial foundation in cognate school subjects - for example, mathematics and science, so that adult entry will always present more problems than in say, Arts.

2.3
2.4 These unquestionably are seen as important functions of the Institutes.

2.5 I agree. However, it is worth mentioning that for the Metropolitan area a quite comprehensive service of this kind has been offered for some years by the School of General Studies at Sydney Technical College. Using language laboratory techniques, the School offers "practical" (i.e. non-literary) courses in French, German, Spanish, Italian, Russian, Mandarin, Japanese, Indonesian, Thai, Vietnamese.

2.6 This idea has cropped up from time to time. It tends to raise a more general problem, i.e. what kinds of vocational courses are tertiary? Many suggestions for courses made by country persons, for example, while they might fit in an American Community College would not conform with conventional Australian ideas about tertiary education. Here I should perhaps make the point that it makes little sense for a CAE to provide, expensively, what is already available or what could effectively be offered by a technical college.

2.7 I have an open mind about how the "extension" and "adult" education activities of CAEs should be organized. My first reaction is that this will in part be a function of the size of the institution (but see 4.1)

2.8 There is a possibility of competition in the extension field - even perhaps overlapping with technical college activities, but I suspect this will not prove a serious problem - in moderation it may even be a good thing. Authorities supplying funds are not likely to tolerate blatant excursions from accepted spheres of activity.

2.9 I agree. See what I had to say about 2.1 - 2.2. I feel sure that the rural CAEs will be in agreement with your view, prepared and able to act accordingly.

3.1 Teacher education will be one function of the CAE at Bathurst (probably also at Wagga Wagga). This alone will require the existence of teaching resources in the humanities and social sciences, and will open up the possibility of courses in general studies and vocationally oriented courses with a base in these fields. (Similar developments will no doubt take place in the metropolitan area, but the country CAEs will be the first places to look.) There is room for argument about the extent to which courses in this "general studies" area should be vocationally slanted. The products of CAEs need to be useful as well as informed citizens. How much, that is specifically vocational, needs to be included in the curriculum to achieve this? As a preparation for administration, is a broad base in the humanities and social sciences sufficient - (with the development of communication skills which these should imply)? Or should the student be introduced to Management techniques, e.g. accounting, computers? Should one teach journalism to future journalists? Or is a sound general education sufficient? Even if one accepts the extreme generalist position - some form of the "formal discipline" theory - it is important also to consider the attitudes of those who would be expected to employ the output of CAEs. I suspect, for example, that in many commercial fields employers who recruit graduates and diplomates would lean to narrower, more specifically vocational, courses. If this were in fact the prevailing view among employers, then however much the CAE might disagree it would be unwise in its students interests to move too far, too quickly away - or if you like ahead - of this conception.

Educational institutions must lead in thinking about and practice in education for vocations, but a leader must be in sight to be followed.

It is necessary, therefore, to assess the vision of those who might employ diplomates of CAEs and, if necessary work to improve it. CAEs will not have the prestige of universities to help them in gaining acceptance of innovations. They will need to depend more on their links with industry and the community - upon public relations if you will. They should listen to the views of practitioners and employers in the fields in which they provide training and take serious account of what they hear.

3.2 See my comments on 1.2 The situation in rural CAEs (and in similar institutions which might in the future emerge in the metropolitan area) could be somewhat different and more encouraging to those who accept the importance of breadth in tertiary education. Given their relatively small size (terminal enrolment c. 1,500 - 2,000) it is possible to have forms of academic organization and procedures for curriculum development which are favourable to experiment.

3.3 See my comments on 3.1 and 3.2.

3.4 One hopes that such imaginative approaches will emerge
3.5 and provide, inter alia, an element in the adult education programmes of CAEs.

4.1 Rural CAEs will have an obvious responsibility in this area of "general" adult education. Whether they will wish to make use of the experience and resources of University adult education departments will be primarily a matter for their governing bodies - but see my comments about competition (2.8). In the foreseeable future I would guess that the Institutes will be concerned only with vocational, diploma, post-diploma and perhaps extension courses, but eventually some general interest programmes on developments in scientific and technological fields might be offered to laymen.

4.2 It will be necessary for CAEs (Wagga Wagga in particular) to find means of providing instruction for students away from the campus in some of its diploma courses as well as extension and general adult courses.

Obviously, some administrative machinery will be necessary to organize this. Whether this should involve a special adult education section is a matter on which I have little basis for comment. I would not favour a special corps of teachers, though I do not think you imply this. The staff of a rural CAE should understand that they have a responsibility where appropriate to participate in the external and adult programmes of the institution.

4.3 True. It remains to be demonstrated. However, the rural CAEs as I conceive them should not be federations of a teachers' college with other elements, but integrated institutions one of the functions of which is teacher education. Their relatively small size will be an advantage here permitting forms of academic organization and procedures in curriculum development favourable to interdisciplinary collaboration, intellectual cross-fertilization and, one hopes, new and imaginative educational programmes.

Specific comments end. Looking back over them I seem to have written a good deal without saying much. If you wish to be charitable put it down in part to the awkward timing of your letter. I hope, however, that what I have said is in some small way helpful.

Paper No. 18.

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING

Dr. T.L. Robertson

Chairman

Interim Council - Western Australian Institute of Technology

Mr. P. W. Hughes

Acting Director-General of Education

Education Department, Tasmania

COMMENTS ON SYNDICATE BACKGROUND PAPER
THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION
SOME PRELIMINARY THINKING

by

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Western Australia.

and

Mr. P.W. Hughes,
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INTRODUCTORY

Dear Dr. Crowley,

I shall do my best to answer your letter of the 17th June but am afraid that my answers might be inadequate for your purposes. In case you are misled by the heading at the top of this page, I hasten to assure you that I am also Chairman of the Interim Council of the Western Australian Institute of Technology as well as of the Canberra College of Advanced Education; however, I am answering this from my general knowledge of education and a lot of what I may say does not necessarily represent the views of my Councils.

Insofar as these two institutions deal with education at the tertiary level, I consider

INTRODUCTORY

Para. 1.1 comments that it is expected that the role of CAE's will arise from their nature. This is a surprising approach. The nature of any educational institution should arise from its role.

It is correct that some existing institutions offering courses in advanced education are so firmly established in patterns which existed before the concept of advanced education was developed that they will not be able to achieve their true role for a considerable time. (The Wark Report para. 2.43 refers.) The Tasmanian College of Advanced Education is being established from the beginning specifically as a college of advanced education and in consequence is being that they are participating in adult education in the fullest sense, as I regard tertiary level education as being definitely "adult". Similarly I regard Universities as providing "adult education". I imagine however, that you are not using the term "adult education" in a general sense but are considering it in the popular sense in which it is used in Australia, i.e. referring to the less formal approach to education and for which no specific academic awards are offered. My replies to the points you raise are given in this context.

designed as regards material facilities, education philosophy, staff qualification and teaching method, to carry out the role of advanced education effectively. It is clear that the situation regarding the role of a college of advanced education will vary from State to State. In Tasmania the role has been stated to be "to prepare men and women to make the most effective use of available knowledge in the pursuit of their careers and the satisfaction of the needs of society."

Education is a social process and the role of any educational institution is to satisfy some social need. The prime social need relevant to advanced education is to close the gap between the discovery of new knowledge and its exploitation for the benefit of mankind. This demands the provision of people to work in the professions who have had a broadbased education giving them the knowledge, skills and attitudes necessary for social competence as well as vocational competence.

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1.1 Line 9 I do not agree with this statement which I assume is your own deduction from the Martin Report. My limited experience already has taught me that most of the students attending these institutions would be quite capable of completing degree courses satisfactorily. Line 15: Very few Australian universities have four year degree courses in arts and science, much though many of us would like to see the present three year courses extended to four years.	Para. 1.1 also gives an emphasis to the difference between students at universities and colleges of advanced education which is inappropriate. The essential difference between the students will not be one of intellectual ability but rather of character and motivation. The Wark Report (para. 4.3) comments: "We consider that the application of knowledge to specific problems, while it may call for different qualities of mind, is no less exacting." It is important also to realise that the product of the advanced education system is no less valuable to society than the university graduate. Each has an important role to play and undoubtedly the great material and social advances of this century are the direct result of the work of technologists although based on the work of scientists.
1.2 Line 12: I would hardly think that the colleges of advanced education would need to be distinguished from technical colleges because of the inclusion of "general education". The distinction is	The view of Para. 1.2. that the C.A.E.'s should not imitate universities in nature and approach to their studies is agreed. University courses should be narrowly specialist to meet the role of discovery. By contrast the

rather one of level. In both Canberra and Perth the technical colleges are generally concerned with courses at the secondary level albeit in technical education, whereas the colleges of advanced education start at the conclusion of full secondary schooling and are hence entirely tertiary in level.

student of the C.A.E. should be prepared to swim in the wide open sea of society, not the cramped deep pool of an individual discipline and needs a full education, not just vocational training. He should study a discipline not for its own sake but as the vehicle for his education for a role in society and for the tools it provides.

Regarding Para. 2.2

the term "adult education" needs definition. If, as it appears, it is being taken simply as the education of adults in any form, T.C.A.E. will of course have a part to play. Its entry standard will be flexible (for applicants of any age, not just adults) with the criterion for admission to courses being considered as the potential for satisfactory completion of the course and not proof of previous attainment.

Regarding Para. 2.3

it is worth noting that for people who have grown up through the C.A.E. type of education as now conceived, refresher courses should rarely be required. One of the basic aims of advanced education is to teach the techniques of information handling and develop an attitude favourable to sustained independent learning throughout life. Certainly refresher courses will facilitate sustained learning but the important thing is that the advanced education graduate will see continual growth of the store of information available to him as a normal and expected phenomenon with which he has been prepared to cope. But he will do this in selective fashion, absorbing the relevant and discarding the irrelevant until time or changed circumstances give it relevance to his endeavours.

For the person who has not had such an education, the great contribution which advanced education can make is not the refresher course conceived by Para. 2.3 which merely supplies more information destined for early obsolescence but courses in information handling of fundamental nature and of enduring validity.

Para. 2.4

again appears to be based on a lack of understanding of the role of advanced education. Thus the suggestion that the young person at the outset of his career can be efficient, although ignorant of administration, is quite foreign to the thought of preparing such a person for employment in the real life of society. Thus, for the example quoted - the engineer - whilst it may be true that an academic engineer (or more properly an engineering scientist) can work in the early stages of his career and perhaps to the end of it without being an effective administrator, in the world outside the "ivory tower" the engineer from the very first moment of employment in his profession will be an administrator of some sort. The description of the role of the engineer has been phrased by one university engineering faculty in the following terms, "the job of the engineer is to get the job done" and this means managing men and resources. It is a very appropriate statement of the role for which engineers will be prepared in colleges of advanced education.

If there is a real significance in Para. 2.4 it is in the phrase "in subject areas appropriate to the C.A.E.'s." In this context

	the subject areas are those dealing with information handling, problem solving, decision making, executive action and with supplying an awareness of the social context of a profession. It is unlikely that anything very effective in these areas can be done in the type of short course envisaged in the paper.
2.5 Lines 4 to 6:	Para. 2.5
I would imagine that it would be the other way round, i.e. that the language courses offered by adult education departments might be a good introduction to the language courses offered by colleges of advanced education, unless the courses that you are familiar with are more strongly developed than the adult education language courses I am familiar with.	The inference of the first sentence of para. 2.5 is not clear. Any course offered by T.C.A.E. will be made available generally to persons who are assessed as able to complete them successfully. The reason for any specific reference to adults is not clear. As far as Tasmania is concerned it seems unlikely that there will be sufficient requirement for the teaching of foreign languages in relation to commercial vocations for T.C.A.E. to consider any relevant courses.
2.6	With regard to Para. 2.6
I very much doubt this. As the majority of courses contemplated by colleges of advanced education at present lead to a diploma after three years of full-time tuition or five or	the comment made earlier in regard to para. 2.3 is relevant. A mature woman, who has been through a course of advanced education and later interrupted her professional career for domestic reasons, should

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more years of part-time tuition, I doubt whether there will be any plan in them for shortened courses such as you describe. It would seem to me that the technical colleges would be the more correct places for such courses. If however, a woman desired to take the full course there would be no objection, provided she had the entrance qualification, and it would not matter whether she was married or single.	be able to return to it eventually using the skills she had originally developed. For the mature woman who has not graduated through advanced education the real requirement again is as previously indicated - not for a refresher course dealing with material scheduled for early obsolescence but rather a course of enduring validity.
2.7 I cannot see the need for this. In Canberra, for example, I have recommended that there should be a Director of Adult Education quite outside either the College or the University, but whose job would be to survey the needs of the community as a whole, ascertain which institution or which members of the staff could best provide the courses required, act as liaison officer in order to arrange such course or courses, possibly using the facilities of one or other of the institutions and then proceeding with the machinery of enrolment, etc. In other words, adult education would use the pool	With regard to Para. 2.7 one of the fundamental elements in the approach to teaching at T.C.A.E. will be the deliberate mixing of students of all types and from all disciplines to the maximum extent possible. The formation of an independent extension department within the college is seen as contrary to this aim.

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of talents and facilities available and would make the necessary payments to the part-time staff engaged to undertake the courses but it should not, I feel, be part of the responsibilities of either the University or the College to provide staff and accommodation for adult education. (Margin note: "But I am not likely to be heeded! - by A.N.U. at any rate!")	
2.8 I do not think you need concern yourself with the danger of duplication by universities and colleges of advanced education. Great care is being taken, at any rate in Western Australia and Canberra, to avoid such duplication in the formal courses and I am sure the same rule will pertain should adult education come to be provided by other institutions.	With regard to Para. 2.8 the Advanced Education Act 1968 for the State of Tasmania specifically requires the Council of Advanced Education to "have regard to the education provided otherwise than under this Act that is available in this State and endeavour to cooperate with the bodies providing any such education with a view to promoting a proper co-ordination in the provision of advanced education in the State."
	With regard to Para. 2.9 the criterion for entry to T.C.A.E. courses will be the assessment of the college as to whether the applicant can complete

	the course satisfactorily. No other criterion would be appropriate. No other criterion could be considered whether for adults or for others.
3.1	
See my remarks under 2.7.	In the context of T.C.A.E. para. 3.1 is not clear. It must be emphasized that the courses of study offered will not be vocational training as such, they will be advanced education aimed at effective life in the community in which vocational competence is only one element. The general studies within T.C.A.E. will be an integral part of all courses conducted and adults will in no way be precluded from attending these courses if they meet the criterion for admission. It is not conceived, however, that work in general studies would normally be offered to students on a "single subject" basis, since there will be an integration of approach and subject matter over whole courses and the study of a single subject taken out of its full context would therefore be likely to be unsatisfactory.

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3.2 - Fourth line from top of page 4: I do not think you are justified in coming to this conclusion, as the colleges of advanced education that I am connected with are well aware of the lack of success that has attended general studies in vocational courses in universities and are taking every precaution to prevent failure in the introduction of these courses into colleges of advanced education. So far indications are that these are likely to be successful.	The comment in Para. 3.2 deducing results in C.A.E.'s from experience in universities is not well based. One of the significant differences between the two institutions is the approach to teaching and no such deduction can reasonably be drawn. Again the orientation of universities toward the study of a subject in contrast to that of a college of advanced education toward the educating of a student, using the subject as a vehicle for that purpose is a difference of great significance in this context. The problem of providing courses in general studies is not seen as "daunting". It is the core of the whole approach for T.C.A.E. Undoubtedly the teachers who present this work will need to be of the highest quality and will need to be very well paid but so will all the staff of T.C.A.E. if it is to achieve its purpose.
3.3 Line 6: Yes, but it has been decided that the school will be known as "The School of Liberal Studies".	With regard to Para. 3.3. it has been decided to integrate the Hobart Teachers College into T.C.A.E. as a school of education. The plan is that the school of education should provide the specialist pedagogical subjects

whilst other subjects are taken in appropriate schools (including the school of general studies) throughout the college.

4.2

Again see my remarks under 2.7. The Western Australian Institute of Technology hopes that it will be able to provide external studies for conventional diploma courses in the next triennium. I very much doubt however whether it is possible to envisage such facilities being used outside the conventional courses. However, this may come sooner than I imagine.

With regard to Para. 5

it is reasonable to assume that T.C.A.E. will share with all other educational institutions some of the burden for refresher and re-training programs. However, that share will be appropriate to the role of advanced education and most appropriately will relate to the competence of individuals in society generally and the knowledge, skills and attitudes necessary for such competence rather than specifically vocational information concerned with an individual discipline.

So much for comments on particular points in your paper. If I have not commented on a paragraph, you may assume that I am in agreement with your statement. If you feel that there is anything else you would like to have information from me, please do not hesitate to write me. I spend three weeks in each month here in Western Australia and only one week in Canberra so it might be better for you to address further enquiries to my home, 59 Tyrell Street, Nedlands, W.A. 6009.

I hope that the answers I have given may be of some use to you. Unfortunately the Director of the Institute of Technology here, Dr. H. S. Williams, is absent on leave and does not return until the 15th July so that it would not be possible for you to send him a copy of your paper before that time. He would probably be better informed than anybody on policy and likely developments, as he is not only Director here but a member of the Wark Committee.

(Signed)
(T. L. Robertson)
Chairman - Interim Council.

Paper No. 19.

COMMENTS ON SYNDICATE BACKGROUND PAPER
THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION
SOME PRELIMINARY THINKING

Mr. H.S. Williams
Director
Western Australian Institute of Technology

COMMENTS ON SYNDICATE BACKGROUND PAPER

THE ROLE OF THE COLLEGES OF ADVANCED EDUCATION IN ADULT EDUCATION

SOME PRELIMINARY THINKING.

by

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Director,
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INTRODUCTORY

First let me say that in broad terms I agree most heartily with the general viewpoints you have expressed in your syndicate background paper. There are perhaps only two or three points on which I would like to make comment.

Firstly, on the matter of foreign languages I would point out that in its Department of General Studies, this Institute already offers a Diploma in Applied Linguistics and an Associateship in Asian Studies, both of which are built around a thorough working knowledge of an Asian language. There is, of course, no reason why students should not go on to do related courses at the University if they wish and the University is prepared to accept. However, my point is that the courses are quite substantial ones which would be complete within themselves for many students.

The Department of General Studies is in fact quite relevant to a good deal of your subsequent discussion. This Department currently deals with English, Social Studies, and Asian languages. It is hoped to begin some work in practical drama at a quite exploratory level in the first instance.

My second point would be on your emphasis on forming separate departments related to adult refresher education and adult general education. To me it seems possible that these should be integral parts of the responsibility of each department within its own area. This is, of course, facilitated by the general history of institutions such as this which as part of technical education have been accustomed to meeting many aspects of the education of adults as a normal part of their working programme. I agree it may be necessary to have someone nominated somewhere as a stimulator or a co-ordinator of these particular programmes but I think that the department should see them generally as their responsibilities and not someone elses. This approach is, I believe, already evident in this Institute.

Thirdly, I think the CAEs should stick to their own last and not attempt to become general purveyors of adult education. In this State there has been a very profitable relationship between the Adult Education Board and the Technical Education Division, with the result that the Technical Education Division, which operates evening technical centres in practically every high school in the State, is becoming the general purveyor of adult education below the level of the normal operations of the Institute which in this State is confined to advanced education courses. I can see that the CAEs can appropriately offer some adult education other than that of the vocational nature. However, any such courses should in my view be at the tertiary level and backed by the special expertise of the staff of the college. The CAEs may assist some more general provider such as the Technical Education Division in this State which has the advantage of many more "outlets" than the CAEs which must inevitably be few in number, relatively speaking, in any State. Certainly I believe there must be a high degree of co-operation and co-ordination between all parties operating in this field and I believe we have reasonably achieved this to date in Western Australia.